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ABSTRACT

A statement of national policy on languages for Australia, submitted for government consideration in response to official concern, is presented. It begins with an introductory section on the importance of language, and then provides a rationale for national language policy formulation in Australia's varied language context. A section on policy looks at the status of English and other native languages in Australia, the scope and direction of the teaching and learning of those languages, language services (translating and interpreting, the media, public libraries, and language testing), and the structure and function of an Advisory Council on Australian Languages Policy (ACALP). General and specific policy and action recommendations are made in many of those areas. Policy contributions solicited from the states and territories are also included, and brief, related case studies are interspersed in the text. A bibliography and case studies of language schools, programs, and associations are appended. (MSE)

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NATIONAL POLICY ON LANGUAGES

JOSEPH LO BIANCO

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NATIONAL POLICY ON LANGUAGES

Joseph Lo Bianco

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Senator Susan Ryan
Minister for Education
Parliament House
ACT 2600

28 November 1986

Dear Minister

I am pleased to submit to you the document which you commissioned me to prepare: the National Policy on Languages. I have been engaged in the task of preparing this since the first of July 1986. During this time I have visited all States and Territories and consulted extensively in accordance with the brief which you issued to me. In particular I have met with Aboriginal and ethnic communities, with professional organizations in the linguistics, applied linguistics and language teaching professions as well as with academics from other relevant disciplines, with Commonwealth government departments including Social Security, Foreign Affairs, Austrade, Education and Community Services, and with different language group interests. In addition I met with State and Territory government Ministers and representatives of their departments. I requested of them that they provide a statement describing their program policies and plans on language issues and assured them that this would be reproduced without comment from me. This appears as Part III of the attached document.

I have written the document as a policy and despite the difficult time limits I have attempted to devise a principled way of reconciling interests and priorities perceived to be national and the interests and priorities of the community generally.

I wish, finally, to record my gratitude to the officers made available by the Commonwealth Education Department to assist me in this task, in particular, Ms Vanessa Elwell-Gavins.

Yours sincerely

Joe Lo Bianco

Joseph Lo Bianco

FOREWORD

Senator Susan Ryan, Minister for Education

I am delighted to have this major report on national language policy, and I commend it to all Australians.

Joseph Lo Bianco has written National Policy on Languages at my request. He brought to the task his own considerable background in linguistic and cultural issues, and furthermore engaged in a most extensive process of consultation that took him to all States and encompassed every area of relevant community interest. The report is comprehensive and authoritative, and will be a valuable resource document for many years to come.

In 1984, the Senate Standing Committee on Education and the Arts identified the national importance of language issues and the need for a policy analysis of the kind that Mr Lo Bianco has now produced. His report gives us food for thought, and opportunities for action. It is now up to governments, agencies and individuals to consider what route they can best follow towards the goals that he has illuminated for us.

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ABBREVIATIONS

The following acronyms are used in this report

ACALP	Advisory Council on the Australian Languages Policy
ADAB	Australian Development Assistance Bureau
AFMLTA	Australian Federation of Modern Language Teachers Association
ALL	Australian Language Levels
AMES	Adult Migrant Education Services
ASLLP	Australian Second Languages Learning Program
ASLPR	Australian Second Language Proficiency Rating
BLIPS	Basic Learning in Primary Schools
BSSS	Board of Senior Secondary Studies
CAAMA	Central Australian Aboriginal Media Association
CDC	Curriculum Development Council
CEP	Community Employment Program
CPT	Curriculum Project Team
CSC	Commonwealth Schools Commission
CTEC	Commonwealth Tertiary Education Commission
EFL	English as a Foreign Language
EFT	Equivalent Full Time
ELIC	Early Literacy Inservice Course
ELLP	English Language and Learning Project
ESD	English as a Second Dialect
ESL	English as a Second Language
ESP	English for Special Purposes
ETA	Ethnic Teacher Aide
FECCA	Federation of Ethnic Communities' Councils of Australia
HSC	Higher School Certificate

LAPA	Linguistic Availability Proficiency Allowance
LOTE	Language Other Than English
MACMME	Ministerial Advisory Committee on Multicultural and Migrant Education
MECC	Multicultural Education Coordinating Committee
NACCME	National Advisory and Coordinating Committee on Multicultural Education
NALP	National Aboriginal Languages Project
NAATI	National Accreditation Authority for Translators and Interpreters
NESB	Non-English-speaking background
ROMAMPAS	Review of Migrant and Multicultural Programs and Services
SC	School Certificate
SCIFL	Supporting the Child in Further Literacy
SSB	Secondary Schools Board
TESOL	Teaching of English to Speakers of Other Languages
TIS	Telephone Interpreter Service
TOEFL	Test of English as a Foreign Language (Princeton University)
VCAB	Victorian Curriculum and Assessment Board
WAMEAC	Western Australian Multicultural Education Advisory Committee

PREAMBLE: THE IMPORTANCE OF LANGUAGE

Language is most obviously a form of human communication. In all its manifestations - oral, written, non-verbal - language is the most sophisticated and fundamental form of human communication. It is less obvious that language fulfils a wide range of other functions but these are critically important to individual and social life. Virtually all human endeavour has correlates in language which is the tool humans use to negotiate and create meaning and to articulate their perception of experience.

The study of human individuals has allocated a central place to language. It is central to the intellectual development and socialisation of children, basic to all learning and concept formation. It is a means of personal growth, individual cultural enrichment and recreation. Language is a source of individual, personal identity.

The study of human groups and cultures has revealed the centrality of language. As the primary means of interpreting reality, language becomes basic to cultural evolution and change and, therefore, becomes a code for the unique experiences of different cultural groups. Language is a source of group and cultural identity.

The study of human societies and nations gives prominence to language. Human society is inconceivable without language. Language is the primary means for transmitting knowledge and past achievement, for ensuring contact between generations. Social groups often mark their boundaries and distinctiveness with language. In society language is an instrument of power and sometimes of domination but can become a means of emancipation and freedom. Language is a source of national identity.

The study of languages has revealed that they share universal features which make all humans similar to each other and distinct from other living things. Languages vary in ways which reveal some of the diversity and differences between human groups. Languages are the product of cultural, artistic, economic and intellectual endeavours as well as the tool of them. By revealing ways of being human, languages are a source of human identity.

The modern world is undergoing a profound and rapid revolution of technology affecting social relationships, cultural groupings, the structures of knowledge and, consequently, power and social participation. In a world which is becoming more dependent on language, its skilled and proficient use is a key factor in economic and social opportunities. Democratic societies have a major obligation to ensure their citizens attain the highest levels of skill in language to protect and promote the rights and enhance the opportunities of individuals and groups.

Language, therefore, impinges on all aspects of public and private life and pervades all aspects of society. Individual, ethnic, racial, and national identification and allegiances are often inextricably bound up with language. These identifications can shift over time. Language itself also changes over time and is constantly modified by use. The task of developing explicit policy on language issues is, therefore, an exceedingly complex undertaking but, at the same time, an undertaking of the utmost importance.

I RATIONALE

1. Language Policy Formulation in the Australian Context

The measures which have been adopted by Australian public authorities in response to pressing issues of language could be said to constitute Australia's language policy. Specific responses have been made to the needs and demands of the society and of particular component groups throughout the history of public policy development in this country. These measures, however, have not been guided by an overall, coherent and integrated policy. Nor could they become one since major gaps have been identified and the practices of less enlightened and less well-informed times prevail in many areas. The neglect of Australia's language resources has, as a consequence, become an issue of major national significance.

All societies undertake actions to manage and direct their language resources to particular ends. These actions, due to the pervasive nature of language, are not usually treated as language planning unless identifiable and urgent language-related problems require attention.

The term "language planning" here refers to the consciously and explicitly taken decisions about language issues. These may encompass highly technical areas such as the standardisation of languages and the development or reform of orthographies, as well as the more socio-political areas such as the allocation of status to particular languages or language varieties, the teaching of second languages and educational policies regarding linguistic minorities. Such questions inevitably involve the interests and values of different groups which are both linguistic and non-linguistic, social, economic and cultural (Jernudd and Neustupny, 1986).

The primary purpose of Australia's languages policy is to make the nation's choices about language issues in as rational, comprehensive, just and balanced a way as possible. Language planning of this type requires the elaboration and declaration of principles which will guide the process of decision making and form the basis for the allocation of resources, accompanied by widespread consultative processes to gain acceptance for these principles. The choices which are promoted will then be principled, deliberate choices which are capable of justification. It follows that since these choices are made explicitly they are able to be modified and improved subsequently if evaluation and review procedures find this necessary. This is not possible when language policies are not developed explicitly.

The absence of explicit statements of the principles and choices does not mean that decisions affecting language do not occur. Rather, it results in implicit and undirected actions and usually ad hoc and unco-ordinated measures and may distort language development in society and its institutions. An explicit statement of the choices made and the principles underlying them can give order and coherence to the broad and otherwise unconnected issues of language in Australia.

The Senate recognised this in its decision to address a reference to its Standing Committee on Education and the Arts on 25th May 1982 on the "Development and Implementation of a Co-Ordinated Language Policy for Australia". The Senate's decision followed intense activity from professional and community groups advocating the development and implementation of a national policy on language. The Senate Standing Committee's report of October, 1984, assembled a large amount of data and considered in detail a wide range of relevant issues and recommended as its first recommendation:

"Language policies should be developed and co-ordinated at the national level on the basis of four guiding principles, namely:

- competence in English;
- maintenance and development of languages other than English;
- provision of services in languages other than English;
- opportunities for learning second languages."

Action to utilize and develop Australia's rich linguistic resources in the nation's best interests must start from a consideration of the linguistic diversity of Australia, the need for national unity, the external, economic and political needs of the nation, and the wishes and needs of Australia's citizens.

National language planning therefore involves co-ordinated effort at all levels, by responsible authorities, of intervention to:

- enable the nation to plan those aspects of its international, trade, economic and diplomatic relationships which relate to language in an objective and rational way;

- initiate action to alleviate and overcome problems, disabilities, inequality and discrimination which may be encountered because of language;

- enrich Australia's cultural, artistic and intellectual life;

- provide the component groups of Australia's population for whom language is a defining characteristic, or for whom a language other than English is an instrument of communication or a highly valued cultural possession with recognition and support;

- improve communication in written and spoken forms of language generally in society, but particularly in schooling;

- make clear the public expectations of language in all its manifestations to the community generally but particularly to school students, their families, teachers and education authorities, serving thereby as a constant reference point to all those involved in education.

- encourage and guide attempts to integrate technological changes with language use and learning.

The form which this takes in the Australian context is the development of policy which is explicit and comprehensive.

Australia's history and geography have bequeathed the nation with a unique, complex and rich linguistic situation. This policy regards this as a resource which requires cultivation and development. The fundamental objective of language planning in Australia becomes, therefore, to ensure that Australia derives maximum benefit from its rich linguistic resources.

2. A national policy

Australia is a federation and therefore a national policy involves the participation of the governments which comprise Australia.

Another important characteristic of a national policy on such a pervasive and important area as language would be the non-party political (non-partisan) nature of principles which underlie the policy. This would be a recognition that language is fundamental to all public and private life, and as such the principles which underlie the decisions made about languages should command a national consensus. This consensus is also a product of the extensive consultative process which accompanied the proposal, development, elaboration and preparation phases of the national policy and the non-partisan composition of the Senate's Standing Committee which addressed the issue.

Stating clearly the principles and content of Australia's language policy enables a co-ordinated approach to be taken on questions of language. This approach recognizes the respective roles of the various governments and other bodies involved in the national policy on languages. Furthermore, it permits co-ordination of effort of the various bodies responsible for the implementation of aspects of the policy. This is particularly important because since the Senate's report (and in at least one case before it) some states have developed language policies in particular areas such as education.

The precise form which the policy takes is that of a framework of nationally shared and valued goals which will require further elaboration and detailed implementation at the appropriate levels.

Although seeking to reconcile widely divergent interests, language policies nevertheless aim at particular forms of social change and orientation and express particular values, in this case that language learning, maintenance and bilingualism are valuable and necessary to develop not only for the individuals concerned, but also for the benefit of Australia. Language policies, therefore, are not neutral statements but, rather, espouse particular values and goals.

In summary, then, a national languages policy involves a partnership between the States, Territories and Commonwealth of Australia working towards broadly shared common goals.

3. Principles underlying Australia's National Languages Policy

This section sets out the general and specific principles upon which the languages policy is developed. These can be considered the philosophical framework which underpins the policy. These principles are also intended to be practical. It is important that they be made clear.

(a) General Principles:

- Language is dynamic and consequently is constantly evolving and changing. Whilst this needs to be acknowledged it is important to assert that simultaneously there is a need for standardizing written and to a lesser extent, spoken, forms of language to enhance communication. A corollary of this is the importance of promoting formally correct use and of promoting greater language competence generally.

- Language is primarily an instrument of communication which is evolved socially. Language also serves a wide range of cultural, artistic, intellectual, personal and group identification, religious, economic and socio-political functions. All languages are theoretically capable of meeting their speakers' communicative needs and language itself is both an arbitrary and a conventionalised way of representing reality.

- Action taken as a result of the national languages policy will emphasize the need for social and national cohesion in Australia whilst simultaneously recognising the diversity of the society and the inherent benefits of this diversity. Australia has adopted policies of multiculturalism i.e. equity for all community groups and cultural diversity within national cohesion and unity.

- The language pluralism of Australia is regarded as a valuable national resource enhancing and enriching cultural and intellectual life and as a valuable economic resource in its potential for use in international trade.

- Because of its central importance in Australian life, specific planning, research and action is necessary to enhance the competence of Australians in English, to extend and improve the teaching of English both as a first and as a second language to children and adults, and to improve Australia's capacity to assist, primarily, the countries of the Asian/Pacific region with English language training. Moreover, it is recognised that there are many stable varieties of English. Some of these serve social and individual functions which are important to their speakers but are not the standardized forms which are valued publicly. It is important to accept this internal diversity of English whilst at the same time promoting standard Australian English for formal and public uses. It is important also to recognise the national character of English as it is used in Australia and its role as a unifying element in the society and a distinguishing feature of Australia among the English-speaking nations.

- Aboriginal languages have an ancient history on this continent. Aboriginal languages are the product of the unique cultural, historical and environmental identification of the Aboriginal people. Aboriginal languages have been used to define and interpret the Australian landscape and environment and many of these languages remain viable forms of communication. In addition, they are repositories of cultural values, information on socio-cultural organisation and law.

  As Australia approaches the bicentenary of European settlement, it becomes a national obligation of great importance to recognize, value and take action to enhance the survival of Aboriginal languages and promote an appreciation and an awareness of them among non-Aborigines. Aboriginal languages are also important in strictly linguistic terms in the insight they provide into the nature of human language in general.

- Australians speak a wide variety of other languages. These are usually labelled community languages and this term, for the sake of convenience, is retained in this policy. Community languages are used daily to fulfil a wide range of social, familial, cultural, economic and educational purposes. These languages are being developed and modified in the Australian context and remain the main vehicles of communication for large numbers of Australians and the first languages of many Australian children. Community languages are recognized and supported in the Australian languages policy.

- Australians also communicate in languages specially created to meet the needs of those disabled in some ways which impair their capacity to use and comprehend oral and/or written language. These language systems are recognized and supported in the Australian languages policy.

- Australia's geographical proximity in the Asian/Pacific/Indian Ocean region to countries which use languages other than English carries specific implications for a national languages policy. Australia's involvement in world affairs also impacts on this policy. Australia's economic, trade, diplomatic, intellectual, cultural, political and security interests require that a large pool of Australians gain skilled and proficient knowledge of the languages of our region and world languages. For the sake of convenience, such languages are referred to as languages of geo-political significance to Australia.

- It is in Australia's national interests to develop the linguistic resources of its people and integrate these skills with other broad national goals.

(b) Specific Principles

- The Australian policy on languages will be characterised by:

  (i) explicitness and clarity (permitting appropriate action by all relevant bodies and enabling review and evaluation over time);

  (ii) comprehensiveness (enabling all affected groups, bodies, and languages to participate);

  (iii) balance and economy (enabling competing interests and claims to be measured against the general needs of the nation and the effectiveness, cost and feasibility of proposed actions);

  (iv) a co-ordinated and national approach (this will attempt to ensure that the various bodies associated with the enactment of the policy operate as far as possible with the same objectives, that there is no intrusion into the autonomous or particular responsibilities of State and Territory governments, and that as far as possible the roles of all groups are developed as a partnership);

  (v) that due weight be allocated to the maintenance and enhancement of standards of excellence in language education (ensuring quality) and to overcoming disadvantages, social inequalities and discrimination (redressing inequalities).

- The policy will be expressed in broad terms overall, thereby ensuring its applicability across Australia to accommodate the different systems, structures and processes which operate in the various parts of the nation and the differences in linguistic demography which characterise different States and Territories.

- Access to services and information by Australians who do not speak English or who are disabled in ways which involve language ought to be provided in appropriate ways which maximize the rights and opportunities of these people.

- Bilingualism will be promoted as a positive value to individuals and society. It will be advocated that children who are potentially bilingual ought to be assisted by schools to develop this potential. Schools should be encouraged and assisted to make concerted efforts to foster the bilingualism of their pupils during normal schooling arrangements preferably, or in concert with community organizations or by other arrangements where this is not possible.

- No Australian resident ought to be denied access to medical and health assistance, or equal, appropriate and fair treatment by the law including representation and other rights commonly associated with equality or deriving from citizenship, because of language disabilities, or lack of adequate, or any, competence in English.

It is on the basis of these principles that the Australian languages policy is developed.

4. Australia's People and Our Languages

(a) Introduction

Australia's 16 million people daily use a wide variety of languages. Figure 1 shows the languages first spoken by Australians aged over 4 years at May 1983 and Figure 2 shows first language(s) acquired by persons aged 15 years and over in 1983 by State/Territory.

This contemporary linguistic diversity is not a recent development. Traditional Aboriginal and Islander society was multilingual with between 200 and 250 distinct languages, representing approximately 600 dialects spoken at the time of European settlement. Most individuals and groups were multilingual.

In the late eighteenth century English was introduced to Australia. The diverse origins of the British settlers and the spread of both regional and social dialects among them, as well as the later inflow of non-English speakers from Europe, Asia and the Pacific, all affected the evolution of English in the colonies of the Great South Land. From the mid nineteenth century, large sections of the population used a non-Aboriginal language other than English for virtually all their social, familial, economic and educational purposes. English controlled the linguistic domains of major power and served as the language used by non-English-speaking groups to communicate with each other.

Between the 1914-1918 war and World War II a trend towards English monolingualism began and was actively promoted by Government intervention restricting and even suppressing the use of other languages. There was active and deliberate opposition to Aboriginal languages, and many became extinct.

The post-World War II migration program dramatically reversed the trend towards monolingualism and greatly diversified the number of languages spoken in Australia. Although policies of linguistic assimilation were initially adopted these were not accompanied with intervention to assist newly-arrived children and adults to learn English.

These policies eventually gave way to the provision of assistance to learners of English and, in recent years, to more positive recognition of the value of their first languages.

Whilst recognizing the importance of competence in English for all, there are persuasive reasons for the linguistic diversity of Australia to influence language education and services. There are powerful reasons for Australians to become fluent in the other languages of our nation, as well as the languages of our region and the world.

This general overview will briefly describe the complexity and diversity of the linguistic situation of Australia which of necessity is a basis on which to build the policy on languages.

(b) English

Although English is the de facto national language of Australia its status as such has never been declared explicitly. It is the first and usually the only language of about 83% of the population as well as being the language of the major and powerful institutions of the society.

English is also a major world language - pre-eminent in the fields of science, technology and commerce. It is the official and co-official language of more countries than any other language. These factors combine to lend particular needs, demands, possibilities and responsibilities in relation to English in Australia and to Australia as a predominantly English-speaking nation in a multilingual, predominantly non-English-speaking, region of the world. These facts also have a significant impact on choices made about languages additional to English in education.

The English used in Australia has been modified by its speakers/writers to adapt it to the new demands and needs of its environment. These Australian contexts of use for the English language as well as the other language backgrounds of the users of English in Australia have led to the evolution of uniquely Australian varieties of English. The national character of Australian English is accorded positive recognition in this policy.

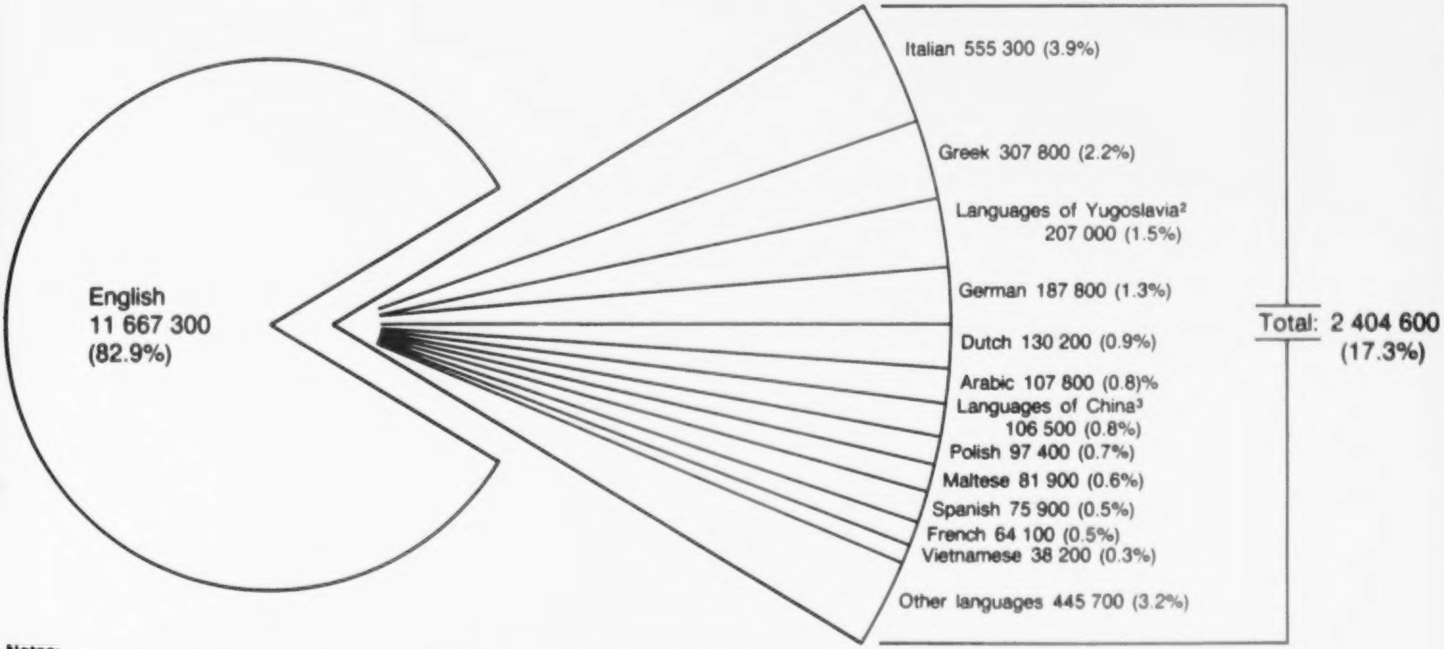
(c) Aboriginal Languages

Aboriginal languages are in an endangered state. The number of living languages has declined dramatically. Only fifty are considered viable. The rate of extinction is about one distinct language per year. It was calculated in 1971 that 114 languages were spoken by fewer than ten people, with a further forty-five being spoken by between ten and one hundred people (Source: Australian Institute of Aboriginal Studies)(see Figure 3).

The Australian languages are a distinct family among the languages of the world and exhibit some features of grammar and usage which are rare. Some of the languages of the Torres Strait Islands are related to Aboriginal languages, while others are related to the Papuan languages.

In societies with oral language traditions the languages provide an irreplaceable repository of experience, history, mythology, spiritual belief, law and socio-cultural organisation and values. This derives from the very nature of language itself, the major mediator between experience and thought and culture. The Aboriginal interpretation of Australia - its landscape, environment and the experiences of its inhabitants - is among the most ancient of any in the world. Being unique to this continent these languages are an important and irreplaceable source of self-knowledge for Australia and of inestimable value to Aborigines and their prospects of cultural survival.

Figure 1. Languages first spoken by Australians aged 4 years[1] at May 1983
Senate Report, 1984: 12

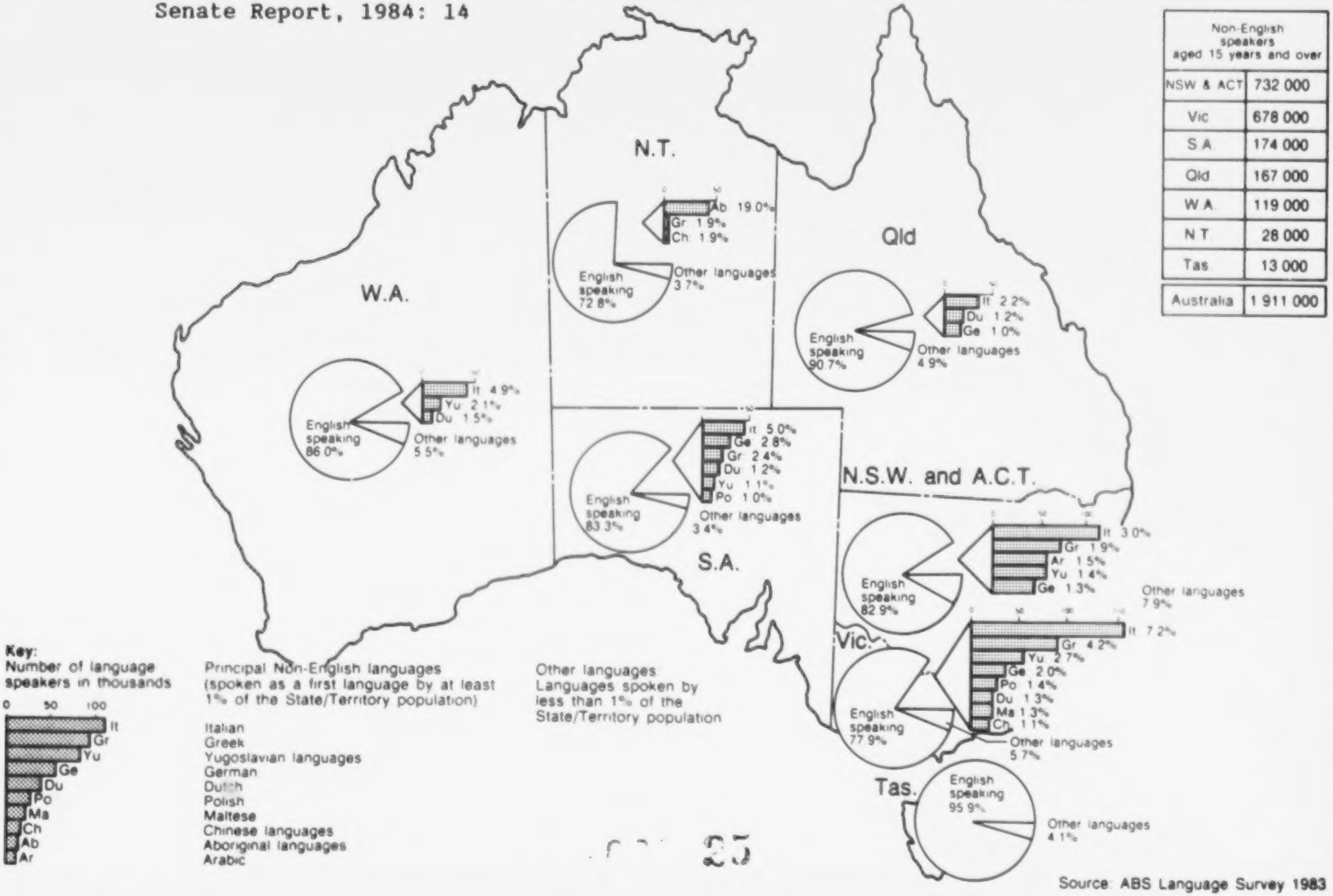


Notes:

1. Data has been extracted for children aged 5-14 years (up to Year 9) from the 1983 Schools Survey and amalgamated with data from the 1983 ABS survey. Adjustment has been made to allow for the fact that Year 9 does not include all 14 year-olds nationwide. Half of the total number of 14 year-olds has been subtracted (as well as the population below the age of 5 years) from the total population
2. Croatian, Macedonian, Serbian and Slovenian
3. Chiefly Cantonese, Hakka, Hokkien dialects and Standard Chinese

Sources: ABS 1983 Language Survey; DEYA National Survey of Language Learning in Schools 1983

Figure 2. First Language(s) acquired by persons aged 15 years and over in 1983
Senate Report, 1984: 14

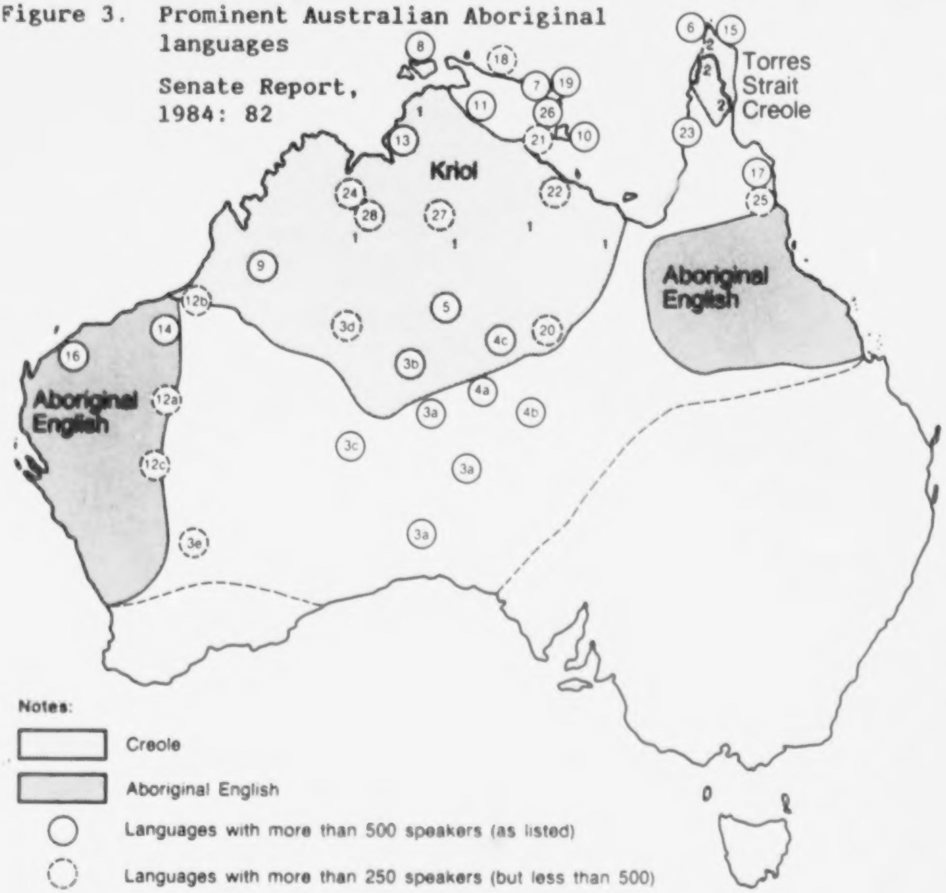

N.T.
English speaking 72.8%
Other languages 3.7%
Ab 19.0%
Gr 1.9%
Ch 1.9%
Qld
English speaking 90.7%
Other languages 4.9%
It 2.2%
Du 1.2%
Ge 1.0%
W.A.
English speaking 86.0%
Other languages 5.5%
It 4.9%
Yu 2.1%
Du 1.5%
S.A.
English speaking 83.3%
Other languages 3.4%
It 5.0%
Ge 2.8%
Gr 2.4%
Du 1.2%
Yu 1.1%
Po 1.0%
N.S.W. and A.C.T.
English speaking 82.9%
Other languages 7.9%
It 3.0%
Gr 1.9%
Ar 1.5%
Yu 1.4%
Ge 1.3%
Vic.
English speaking 77.9%
Other languages 5.7%
It 7.2%
Gr 4.2%
Yu 2.7%
Ge 2.0%
Po 1.4%
Du 1.3%
Ma 1.3%
Ch 1.1%
Tas.
English speaking 95.9%
Other languages 4.1%
Key:
Number of language speakers in thousands
0
50
100
It
Gr
Yu
Ge
Du
Po
Ma
Ch
Ab
Ar
Principal Non-English languages (spoken as a first language by at least 1% of the State/Territory population)
Italian
Greek
Yugoslavian languages
German
Dutch
Polish
Maltese
Chinese languages
Aboriginal languages
Arabic
Other languages: Languages spoken by less than 1% of the State/Territory population

Non-English speakers aged 15 years and over	
NSW & ACT	732 000
Vic	678 000
S.A.	174 000
Qld	167 000
W.A.	119 000
N.T.	28 000
Tas	13 000
Australia	1 911 000

Source: ABS Language Survey 1983

Figure 3. Prominent Australian Aboriginal languages

Senate Report, 1984: 82



Notes:

☐ Creole

▨ Aboriginal English

○ Languages with more than 500 speakers (as listed)

◌ Languages with more than 250 speakers (but less than 500)

------ Limit of complete communication in Aboriginal languages

N.B. The numbers of speakers of each language are approximations listed for guidance only.

Language	Speakers
1. Kriol	15 000
2. Torres Strait creole	15 000
3. Western Desert, eastern	3 000 total
a. Pitjantjatjara	1 000
b. Pintupi and Luritja	800
c. Kgaanyatjarra	700
d. Gugadja	300
e. Wangkatja	200-300
4. Aranda dialects:	3 000 total
a. Western Aranda	1 000
b. Eastern Aranda	1 000
c. Anmatjirra	800
5. Warlpiri	2 800
6. Kala Lagaw Ya	2 800
7. Dhuwal-Dhuwala dialects	1 600-1 700 total
a. Gupapyungu	450
b. Gumarj	250 500
c. Djambarrpuyngu	250-450
8. Tiwi	1 400
9. Walmajarri	1 300
10. Anindilyakwa	1 000
11. Gunwinggu	900
12. Western Desert, western	900 total
a. Manyjilyjarra	500
b. Yulharidja	200
c. Martu Wangka	200
13. Murrinh-Patha	800
14. Nyangumarta	700-800
15. Miriam	700?
16. Yindjibarndi	600
17. Guugu Yimidhirr	600
18. Burarra	400-600
19. Dhangu dialects:	
a. Gaalpu	200
b. Wangurri	150
20. Alyawarra	400-500
21. Nunggubuyu	300-400
22. Garawa	300-400
23. Wik-Munkan	300
24. Kitya	300
25. Kuku-Yalanji	300
26. Ritharngu	300
27. Gurindji	250
28. Djaru	250

Source: Australian Institute of Aboriginal Studies

In addition Aboriginal languages, including Creoles and Pidgins used by Aborigines, are important means of communication between individuals and groups, and of education and socialization of young children.

(d) Community Languages *

Australia's multilingualism includes a large number of non-Aboriginal languages other than English, of European, Asian, Pacific and other origins. Some of these languages are spoken by large numbers of speakers, usually concentrated geographically in urban areas with a long history of presence in Australia. Others have equally long histories in Australia and large numbers of speakers, but are used by geographically dispersed communities. Others are spoken by small and recently arrived communities or by small but long established communities (Figures 4 and 5)

There are no simple ways of categorizing Australia's multilingualism. The important aspect to recognize is that between 15% and 20% of Australians daily use a language other than English and that for a significant further percentage there is some cultural, emotional or other form of identification and attachment to such a language. Many thousands of Australian school children begin school each year speaking only such a language or speaking a variety of such a language. Many other children come from homes where a community language or a non-standard variety, a dialect, or a variety or dialect heavily influenced by English is spoken.

Community languages are adapted to their new environment, although, unlike Aboriginal languages, they are not unique to it. These languages have been modified to express the new experiences of their speakers and, as such, have evolved features such as pronunciations, new words, metaphors and intonations which mark them as truly Australian.

The communication disabled, particularly deaf people, have evolved languages which are stable and share many of the characteristics of community languages. Australian Sign Language is the language of over 7,000 deaf people and is used by thousands of others who, however, are not dependent on it.

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* Names of languages in this report are those that have been used by authorities supplying data. They are not necessarily the names preferred by users of those languages.

The linguistic diversity of Australia has social, cultural and economic potential to offer this country. Most non-English-speaking communities in Australia wish to maintain and develop their languages in the Australian context whilst acquiring and using English too, and there are important emotional, cultural, intercultural, social and educational reasons why this is desirable for Australia.

(e) Other Languages for, and of, Australians

Apart from mother tongue learning in Aboriginal and non-Aboriginal community languages which is justified on educational, psychological, familial, and social grounds and the universal learning of English which is justified on social, national, educational and economic grounds, Australians need, learn and know other languages as well.

Individuals have always pursued studies in a wide range of languages for communicative purposes, for cultural, literary and artistic purposes and also for more strictly academic purposes. These endeavours are an essential characteristic of a diverse and relatively highly educated society and such studies are supported for their contribution to intellectual and cultural life generally. It is possible, however, to identify a range of languages which, nationally, Australia ought to promote. It is useful to categorise these languages as geo-political languages.

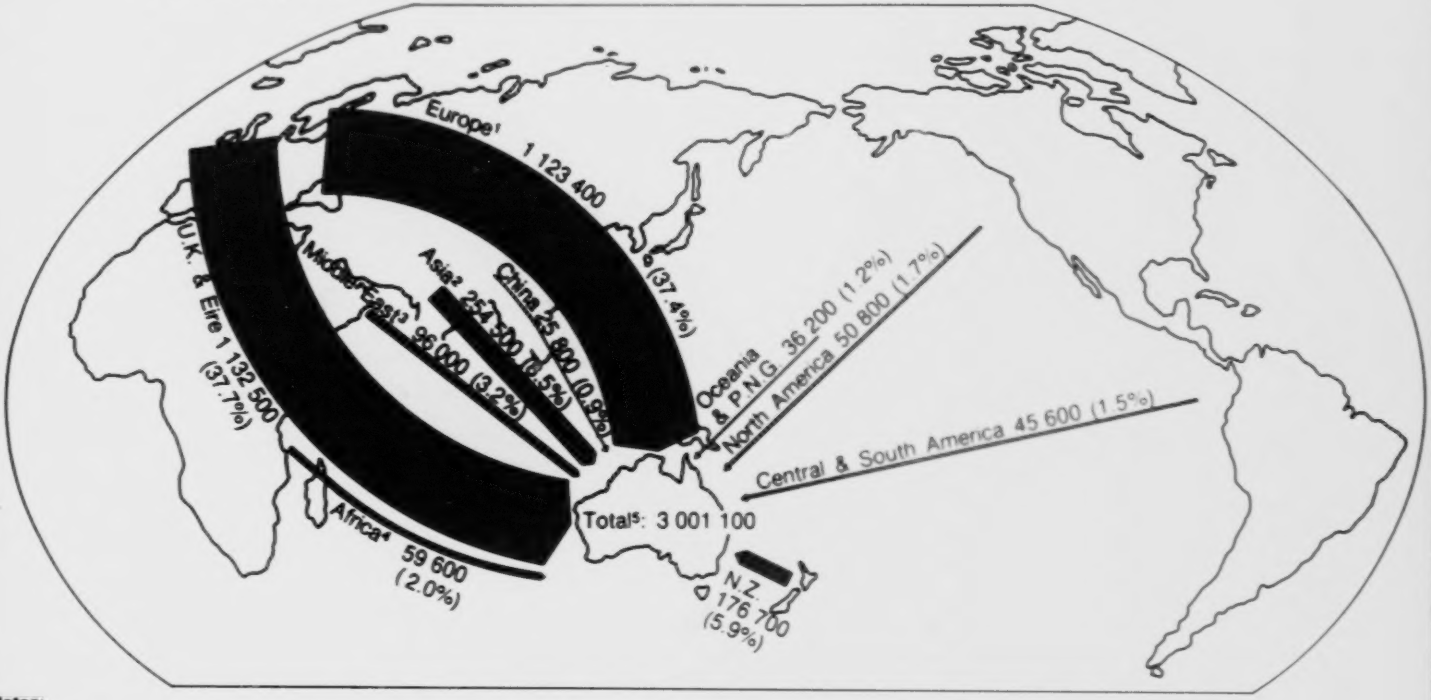
Since Australia is predominantly an English-speaking country, the choice of second languages can be greater for Australian students than it may be in many other countries. This is due to the great demand which exists for English worldwide. Australia's geography necessitates a policy of language teaching choices which gives prominence to important languages of our region as second languages.

Australia's role as a member state of a large number of international organizations necessitates a policy of language teaching choices which includes important languages used in world forums or which are spoken by people in many countries. Languages of geographical and global significance must feature prominently among the languages acquired by Australians, whether these are their first languages (eg Chinese Australians studying Chinese), their second languages (eg English speakers learning Chinese) or third languages (eg bilingual Australians of Warlpiri and English or Greek and English background studying Chinese).

It is in Australia's interest to develop high levels of competence in languages of geo-political significance. Many such languages overlap with community languages and therefore there are many young Australians whose potential bilingualism ought to be fostered in their interest and in the nation's interest.

Figure 4. The composition of Australia's overseas-born population by birthplace, 1981

Senate Report, 1984: 10


Europe¹ 1 123 400 (37.4%)
U.K. & Eire 1 132 500 (37.7%)
Middle East³ 96 000 (3.2%)
Asia² 254 500 (8.5%)
China 25 800 (0.9%)
Oceania & P.N.G. 36 200 (1.2%)
North America 50 800 (1.7%)
Central & South America 45 600 (1.5%)
Total⁵: 3 001 100
Africa⁴ 59 600 (2.0%)
N.Z. 176 700 (5.9%)

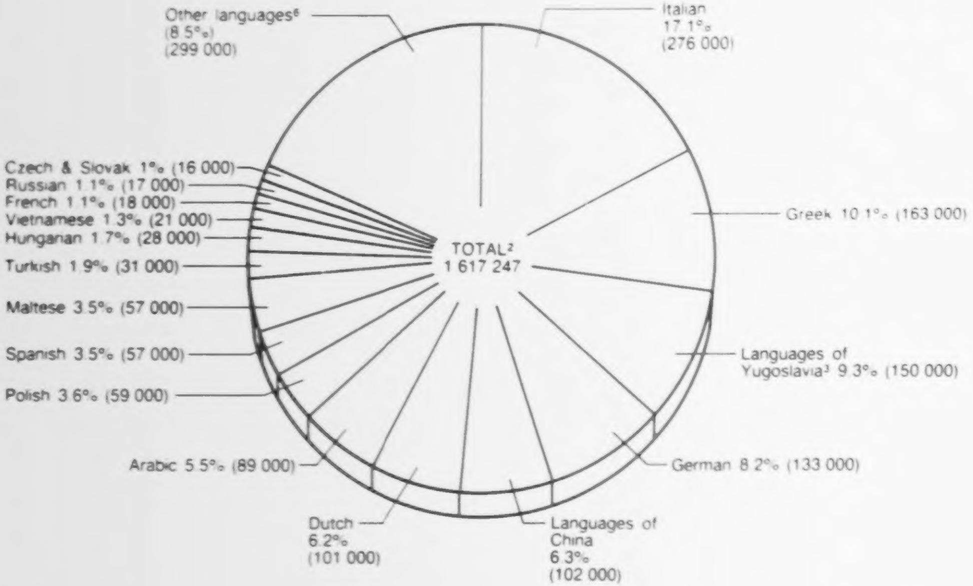
Notes:

1. Principal countries: Italy, Greece, Germany, Yugoslavia. Also includes the USSR
2. Principal countries: Vietnam, Malaysia, Turkey
3. Principal countries: Lebanon, Egypt.
4. The Republic of South Africa comprises 45% of the African total
5. Non-English speaking overseas-born comprise 53.8% of this total

Source: ABS, 1981 census

Figure 5. Australia's overseas-born population by mother tongue[1] (non-English-speaking) in 1981

Senate Report, 1984: 11



Notes:

1. Mother tongue as imputed by the Department of Immigration and Ethnic Affairs using the notes and assumptions in the Evidence, 31 October 1983, p. S2491.
2. Total represents 11% of Australia's total population or 54% of the total overseas-born population (including English-speaking).
3. Croatian, Macedonian, Serbian and Sloveniam.
4. Chiefly Cantonese, Hakka, Hokkien dialects and Standard Chinese.
5. Includes the Lebanese dialect of Arabic.
6. Individual languages spoken by less than 1% include:

Aboriginal languages
Afrikaans
Afghan
Albanian
Amharic
Armenian
Assyrian
Basque
Bengali
Bulgarian
Burmese
Danish
Estonian
Farsi
Fijian
Finnish
Gaelic
Hebrew
Hindi
Icelandic
Indonesian
Iranian
Japanese
Kazakh
Khmer
Korean
Kurdish
Lao
Latvian
Lithuanian
Malay
Malayan
Maori
Norwegian
Portuguese
Punjabi
Romanian
Samoan
Singalese
Sindhi
Sri Lankan
Swedish
Tagalog
Tamil
Tartar
Tetum
Thai
Timorese
Tongan
Ukranian
Urdu
Uzbek
Welsh
Yiddish

Source: 1981 Census, Australian Bureau of Statistics

5. Languages: Learning; Maintenance; Attrition; Death: The facts and figures which attest to the justification for policy formulation and the urgency of principled action on language issues.

There are a wide range of language problems confronting Australia. These can be overcome by concerted action, guided by explicit and consensually-based policy directions. These problems are domestic and external.

- Domestically there are limitations to the educational, social and economic opportunities of large numbers of Australians which derive exclusively, or substantially, from questions of language (invariably being lack of proficiency in English). In addition, many component groups of Australian society depend on a language (or a language variety) with which they identify, to promote, even in some cases to ensure, their cultural survival as distinct groups.

- Externally there are political, economic and diplomatic constraints on Australia which can be confronted by improving and extending language teaching and maintenance efforts, consonant with broader national, economic and political goals.

In addition to the necessity for developing principled action to address domestic and external problems associated with or derived from language, Australia stands to gain in both practical and less tangible ways by addressing language questions positively. The fullest development of our cultural, intellectual and economic potential can be realized by overcoming the past neglect of Australia's linguistic resources.

Children from many nations at kindergarten - Melbourne. (AIS photograph by John McKinnon).

The following compendium of statistics gives some indicators of the extent of present language-related problems and needs in Australia.

ENGLISH: THE GAPS AND NEEDS

- About 83% of Australia's population speak English as their first language.
- Of these, 3.7% of people over the age of 15 are estimated to be functionally illiterate (Dymock, 1982)
- So far, funds have been inadequate to provide literacy help for all those seeking it, although these form only a minority of those adults who are functionally illiterate.
- According to the 1981 Census, of the approximately 1.7 million people of non-English-speaking background in Australia, 300,000 were unable to speak English or could not speak it well. 75% of these people had been in Australia for more than five years.
- In 1984-85, only just over one third of this number participated in courses organised by the Adult Migrant Education Program (Campbell, 1985).
- Approximately 23% of children enrolled in Australian schools in 1983 were of non-English-speaking background.
- 55% of the children in need of specialist English as a second language assistance in 1984 were not receiving it (Campbell, Barnett, Joy and McMeniman 1984)

ADULT LITERACY PROVISION FOR ENGLISH SPEAKERS, 1986

STATE	NUMBER OF PROGRAMS *	NUMBER OF STUDENTS	NUMBERS OF TEACHERS
ACT		966	11 full-time, 20 part-time
NSW		6020	N/A
NT		413	N/A
QUEENSLAND		1500	8 full-time, 74 part-time, many volunteers
SA		1500	6 full-time, 35 part-time, 220 volunteers
TASMANIA		1213	4 full-time, 31 part-time, 694 volunteers
VICTORIA		3821	N/A
WA		4500	29 full-time 16 part-time 350 volunteers
TOTALS ALL STATES	432	17,727	-
5 states only			58 full-time 184 part-time 1264 + volunteers

* Although the number of adult literacy programs on a State by State basis is available, the figures are not given here as there is a limit to their usefulness without other information.

ENGLISH AS A SECOND LANGUAGE (ESL)

CHILDREN

- 5.2% of all students were born in a non-English-speaking country.
- 17.9% of all students have at least one parent born in a non-English-speaking country.
- 4.5% of all students live in homes where no English is spoken.
- A further 12.7% of all students live in homes where both English and another language are spoken.
- Of the students recognised as requiring special assistance in English as a second language, 50% have received specialist ESL activities for less than 11% of their school time while 79% have received specialist ESL activities for less than 26% of school time.
- Students of non-English-speaking background in high schools who require ESL teaching are far less likely to be receiving specialist ESL assistance than students of non-English-speaking background in primary schools. The more abstract cognitive language demands of senior schooling mean that older students need more, not less, specialist assistance in order to acquire English effectively.
- Because of lack of sufficient specialist ESL support, many NESB students do not proceed far beyond the coping, or survival, level in English and the goal of full potential is seldom attained (Campbell, et al 1984).

ENGLISH AS A SECOND LANGUAGE (ESL)

ADULTS:

- 1984 estimates based on the 1981 Census suggest there could be around 300,000 Australians above the age of 15 who speak English 'not at all' or 'not well'.

- Of those adults born in non-English-speaking countries,

  - 7.4% from Northern Europe
  - 27.4% from Southern Europe
  - 20.3% from Asia and the Middle East
  - 11.9% from other areas

  assess themselves as speaking English 'not at all' or 'not well'.

- Of the 300,000 Australians above the age of 15 assessed as speaking English 'poorly', only 122,520 participated in some form of English learning activity provided through the Adult Migrant Education Program in 1984-85.

LANGUAGE USE IN AUSTRALIA

PEOPLE OF NON-ENGLISH-SPEAKING BACKGROUND (NESB):

- 15% (1.7 million people) of Australia's population aged 15 and over have a language other than English as their first language.

- Of the 1.7 million people of non-English-speaking background, 85% were born outside Australia. Major groups of non-English speakers included:

Italian	440,776
Greek	227,167
German	165,633
Dutch	110,540
Polish	86,016
Chinese	85,000
Arabic	77,565
Croatian	65,882
Maltese	60,000
Spanish	56,500
Serbian	27,000
Vietnamese	27,252

- Of the 1.7 million NESB people, 90% speak their first language socially; 75% speak it at home; 50% speak it elsewhere; 35% speak it at work. People from Southern European or Middle Eastern countries or Vietnam generally use their first language much more (80-90%) than people from Northern Europe (20-30%) or those of Chinese origin (30%).

- Of all immigrants from non-English-speaking background, some 95% are able to speak English (level of competence not identified), and 88% state they have some English literacy skills. Nearly one third stated they acquired English through English classes; one third through informal contacts (socially, at work); one third through schooling.

- Of the 1.7 million people aged 15 and over with a non-English language first spoken:
  - 2.3% have not acquired any English, and have acquired no other language
  - 22.5% acquired one non-English language
  - 7.5% acquired two non-English languages
  - 3.4% acquired three or more non-English languages.

LANGUAGE USE IN AUSTRALIA

PEOPLE OF ENGLISH-SPEAKING BACKGROUND:

- For people with English as a language first spoken, the most popularly acquired non English languages were French, German and Italian (in this order).

- Of persons aged 15 years and over, 9,428,800 spoke English only as their first language.

- Of the total number of people with English as the language first spoken:

  - 10.2% of these people acquired one non-English language,
  - 2.4% acquired two non-English languages,
  - 0.6% acquired three or more languages,
  - 86.8% acquired no other languages.

(Based on the Language Survey conducted by the Australian Bureau of Statistics, May 1983)

LANGUAGE LEARNING IN AUSTRALIA:

LANGUAGES OTHER THAN ENGLISH IN SCHOOLS

- Only 17.3% of all school students study one or more languages other than English at any one time.
- Fewer than $^{1}/3$ of all Australian schools teach one or more languages other than English.
- Only 10% of primary schools teach any language other than English.
- 15% of all secondary schools do not teach any language other than English.
- Schools in rural areas are less likely to teach a language other than English than schools in the cities.
- Small schools are less likely to teach a language other than English (only 7% of schools with fewer than 100 students do so).
- A small number of all secondary schools offer four or more languages other than English.
- Median hours per week for study of a language other than English range from 1.0 at lower primary level, to 2.7 at lower secondary level and 3.9 at upper secondary level.
- 20% of girls study a language other than English while only 14.6% of boys do so.
- Only 12% of all students in the final two years of secondary school study a language other than English. This has declined from over 40% in 1967.
- Across all schools, the most frequently taught languages other than English were:

French	(7.45% of all students)
German	(4.58% of all students)
Italian	(4.13% of all students)
Indonesian	(0.88% of all students)
Modern Greek	(0.66% of all students)
Japanese	(0.61% of all students)
Latin	(0.58% of all students)

- Only a minute proportion of Australian students study a language of Australia's major trading partners.

- Students born in a non-English-speaking country or with at least one parent born in a non-English-speaking country were more likely to be studying a language other than English than students from an English-speaking background.
- Only 11.7% of students from homes where a language other than English was spoken were studying, at school, the language spoken in the home.
- It appears that almost half of all Australian students NEVER have any experience at all of studying a language other than English for any period of time (Department of Education, 1986: 16)

(Department of Education, 1986, based on 1983 figures)

AUSTRALIA : STUDENTS PRESENTING LANGUAGES OTHER THAN ENGLISH AT MATRICULATION LEVEL 1978 - 1986

	Ancient Greek	Arabic	Chinese	Czech	Croatian	Dutch	Khmer	Estonian	French	German	Modern Greek	Hebrew	Hungarian	Indonesian	Italian	Japanese	Latin	Latvian
NSW																		
1978	18		215	5		13			2242	1037	300	44	11	619	285	68	187	20
1979	14		330	5		13			2489	1215	412	62	14	564	309	85	188	5
1980	5	85	213	2		12		2	2515	1253	427	48	9	579	318	92	154	3
1981	18	115	223	2		16		1	2360	1255	413	32	15	554	451	114	186	2
1982	8	94	318	7		25		2	2556	1258	455	43	9	649	530	140	192	11
1983	15	116	407	5		17		3	2471	1219	529	44	12	722	563	129	155	6
1984	9	146	382	4	60	9		3	2585	1377	550	44	16	277	581	184	216	3
1985	15	178	355	5	52	11		3	2543	1300	618	42	11	221	728	192	205	9
1986	14	196	299	7	76	8		1	2612	1272	679	48	7	196	805	233	203	7
VIC																		
1978	13		141	4		59			1306	451	511	105	21	329	638	89	91	12
1979	12		141			30			1253	467	504	145	21	362	614	79	67	12
1980	7		131	4		28			1163	466	522	114	14	390	640	83	76	9
1981	11		163	7		20			1131	481	617	104	9	369	623	97	78	16
1982	10	8	144	4		28			1019	413	705	83	16	389	632	87	60	11
1983	9	5	354	4		19		1	988	433	909	78	17	498	664	96	64	14
1984	6	8	277	4	77	20			940	445	1154	103	22	460	676	122	78	12
1985	6	9	293	1	86	12		2	1022	404	1198	88	21	434	752	150	93	13
1986	8	2	252	2	114	17	3		1090	433	1168	115	21	311	791	141	89	8
SA/NT																		
1978			20			12			351	296	81		7	68	128	39	15	6
1979			25			11			405	394	92		7	60	180	51	13	5
1980			36			7			456	406	99		8	61	192	82	18	11
1981	1		41			4			450	420	125	1	7	59	227	62	22	5
1982			65			3			463	406	127		4	72	240	64	21	8
1983			152			4			437	358	174		4	53	258	80	19	2
1984			109			2			418	374	188		5	74	237	65	26	8
1985			106			2			455	371	212		4	65	241	66	37	5
1986	1		96			2			416	393	253	1	2	84	284	86	27	7
WA																		
1978			20						468	195				81	273	69	2	
1979	2		8						492	173				87	270	81	3	
1980			9						495	178				66	289	75	2	
1981	1		29						479	137				63	259	72	3	
1982	2		44						490	171				62	251	76	1	
1983			71						486	170		3		92	241	85	4	
1984			96						513	200		5		83	260	81	7	
1985			79						604	222		1		81	338	97	8	
1986			93						514	225				152	340	103	2	
QLD																		
1978			11						1136	759		1		27	74	86	4	
1979			4						1001	700		1		40	77	93	6	
1980			14						856	618				19	64	104	12	
1981			11						748	573				12	86	147	2	
1982			8						761	650				19	99	178	5	
1983			23						769	626				24	90	175	10	
1984			12						723	630				24	99	231	5	
1985			10						740	620				30	96	178	4	
1986			29						812	679	1			23	84	256	6	
ACT																		
1978									169	112				53	12	8	5	
1979									186	141				34	16	15	7	
1980									192	136				32	32	9	1	
1981			1						156	110				11	42	19	11	
1982			15						211	115				6	52	18	8	
1983			10						165	108				5	40	21	10	
1984			12						179	95	12			2	37	31	8	
1985																		
1986			14						144	104	14				38	25	5	
TAS																		
1978	1		2			11			132	72	4			57	41	12	1	
1979						10			124	75	2			62	47	6	2	
1980						12			105	70	4			96	53	20		
1981			2			20			112	84	7			74	58	30		1
1982			16			14			110	66	8			81	47	16	1	
1983			24			11			112	71	12			148	34	13		
1984			2			10			105	75	13			75	30	8	1	
1985			6			11			96	91	9			51	14	12		
1986			11			15			94	74	8			53	39	37		
TOTALS																		
1978	32		409	9		95			5804	2922	896	150	39	1234	1451	371	305	38
1979	28		508	5		64			5950	3165	1010	208	42	1209	1513	410	286	22
1980	12	85	403	6		59		2	5782	3127	1052	162	31	1245	1588	465	263	23
1981	31	115	474	9		60		1	5838	3040	1162	137	31	1142	1746	541	302	24
1982	20	102	610	11		69		2	5610	3079	1295	126	29	1278	1851	579	288	30
1983	24	121	1043	9		53		4	5428	2985	1624	125	33	1542	1890	599	262	22
1984	15	154	890	8	137	41		3	5471	3196	1917	152	43	995	1940	722	341	23
1985	21	187	854	6	138	36		5	5481	3008	2057	131	36	890	2189	695	347	27
1986	23	198	794	9	190	42	3	1	5682	3180	2123	164	30	819	2381	881	332	22

Source: Secondary assessment and certification bodies

AUSTRALIA: STUDENTS PRESENTING LANGUAGES OTHER THAN ENGLISH AT MATRICULATION LEVEL, 1978 - 1986

	Lithuanian	Macedonian	Malaysian	Maltese	Polish	Russian	Serbian & Croatian	Serbian	Slovenian	Spanish	Swedish	Turkish	Ukrainian	Vietnamese	Total sitting LOTES	Total sitting end of secondary exam	Language candidates as % of total	Rise/Fall
NSW																		
1978	3				7	41	31			78		22	28		5274	35654	14.8	)
1979	2				22	43	25		10	89		35	27		5958	34921	17.1	) +3.5
1980	2				23	36	28		4	93		29	12		5944	32498	18.3	)
1981	4				15	58	40		9	111		35	12		6043	31788	19.0	+0.7
1982	4	9			9	40	49		5	133		58	8		6598	51151	21.2	+2.2
1983	3	8			26	41	22		5	130		54	18		6748	34540	19.5	-1.7
1984	2	12	403		32	27		17	9	101		87	16		7152	37208	19.2	-0.3
1985	5	32	362		39	27	26		11	120		97	12		7239	37529	19.3	+0.1
1986	4	32	145		43	19	30		9	158		117	12		7232	40911	17.7	-1.6
VIC																		
1978	11				19	33	33			62		29	25		3982	28791	13.8	)
1979	12				20	50	53			53		21	20		3938	27162	14.5	) +1.5
1980	8				22	32	69			62		33	21		3894	25455	15.3	)
1981	7				17	43	47			70		24	16		3952	26887	14.7	-0.6
1982	4			3	14	52	64		7	80		39	14		3881	26770	14.5	-0.2
1983	6			5	25	45	101		6	102		45	14		4501	28698	14.8	+0.5
1984	6	23		3	28	37	31			112		60	22		4734	31414	15.1	+0.3
1985	4	41		4	33	48	41		2	135	3	67	12		4961	33324	14.9	-0.2
1986	3	28		5	39	53	36		4	121	2	84	19		4959	35907	13.8	-1.1
SA/NT																		
1978	2		78		21	9				7			10		1150	9372	12.3	)
1979	5		65		20	4				9			4		1350	9701	13.9	) +4.8
1980	2		85		16	10				15			5	22	1533	8951	17.1	)
1981	2		72		18	4				18			11	34	1583	8511	18.6	+1.5
1982	2		147		16	6				13			11	56	1730	8861	19.5	+0.9
1983	3		96		18	12	4			15			7	75	1771	9251	19.2	-0.3
1984	2		63		20	17	11			16			7	88	1730	12053	14.4	-4.8
1985	3		38		24	8	2			6			8	89	1833	12264	14.9	+0.5
1986	2		4		21	9	6			16			3	120	1743	15679	11.1	-3.8
WA																		
1978			52												1160	10926	10.6	)
1979			48												1162	10576	11.0	) +0.4
1980			44												1158	10542	11.0	)
1981			67												1110	10423	10.6	-0.4
1982			71												1168	9909	11.8	+1.2
1983			142												1296	11266	11.5	-0.3
1984			121												1366	12583	10.8	-0.7
1985			87												1517	13667	11.1	+0.3
1986			-												1429	14500	9.9	-1.2
QLD																		
1978						11									2110	16492	12.8	)
1979						5									1927	16700	11.5	) -2.6
1980															1687	16547	10.2	)
1981															1581	15295	10.3	+0.1
1982						2									1722	15195	11.3	+1.0
1983															1717	16982	10.1	-1.2
1984															1724	19619	8.8	-1.3
1985															1686	21466	7.9	-0.9
1986															1890	24156	7.8	-0.1
ACT																		
1978						9				5					373	2239	16.6	)
1979						8				11					418	2368	17.7	) +1.9
1980						9				18					429	2319	18.5	)
1981						6				28					386	2471	15.6	-2.9
1982						8				30					463	2471	18.7	+3.1
1983						4				32					395	2721	14.5	-4.2
1984						4				20					420	2956	14.2	-0.3
1985																		
1986										11					355	3298	10.8	
TAS																		
1978					13	1				1					348	4838	7.2	)
1979					8					4					340	4918	6.9	) +0.7
1980					10	3				5					378	4810	7.9	)
1981					8	2	7			4					389	4641	8.4	+0.5
1982					5		1			5					370	4407	8.4	
1983					6	3	8			4					449	4986	9.0	+0.6
1984					6	1				8					336	5356	6.3	-2.7
1985					6	3	5								324	5790	5.6	-0.7
1986					8	1				1					320	6533	4.9	-0.7
TOTALS																		
1978	16		130		60	105	64			153		51	63		14397	108112	13.3	)
1979	19		113		70	110	78		10	166		56	51		15093	106345	14.2	) +1.6
1980	12		129		71	90	97		4	193		62	38	22	15023	101122	14.9	)
1981	13		119		58	113	94		9	231		59	39	34	15044	100016	15.0	+0.1
1982	10	9	218	3	44	108	114		12	261		97	33	56	15944	98764	16.1	+1.1
1983	12	8	348	5	75	105	135		11	283		99	39	75	16849	108445	15.6	-0.5
1984	10	35	587	3	86	88	42	17	9	257		147	45	88	17462	121189	14.4	-1.2
1985	12	73	487	4	102	86	74		13	261	3	164	32	89	17580	124040	14.2	-0.2
1986	9	60	149	5	111	82	72		13	307	2	201	34	120	17928	140984	12.7	-1.5

Source: Secondary assessment and certificate bodies. Commonwealth Department of Education.
1985 figures for the ACT not available.

LANGUAGE LEARNING IN AUSTRALIA:

LANGUAGES OTHER THAN ENGLISH IN THE TERTIARY SECTOR

The survey in 1981 by Hawley, Foreign Language Study in Australian Tertiary Institutions 1974-81, showed that:

- Only about 7% of all undergraduate students in universities were enrolled in language courses, while only 1% of all undergraduate students in colleges of advanced education were enrolled in language courses.
- Although some thirty languages are offered in Australian tertiary institutions, French, German and Italian accounted for 59% of all language students in 1980.
- Another 23% of language students in Australia tertiary institutions in 1982 studied Japanese, Indonesian, Chinese and Modern Greek.
- University language departments generally emphasise reading and written skills and the study of literature, rather than extensive development of oral fluency or the development of registers relevant for business or international relations.

It has not been possible to replicate in accurate detail the study by Hawley, but data collected in the time available indicates that between 1982 and 1986:

- There has been no significant growth in the proportion of undergraduates enrolled in language courses in universities and colleges of advanced education.
- Overall, the number of languages offered and their availability in different institutions have decreased slightly. Although some universities and CAEs have introduced courses in community languages - particularly Vietnamese and some Slavic community languages (Serbian, Croatian, Macedonian and Ukrainian at Macquarie University) - there has been a reduction in other courses, particularly Middle Eastern languages and Northern and Eastern European languages, which attracted small enrolments in the past.
- Courses offered in French, German and Italian have maintained their predominance as the main languages offered, and have continued to attract a high proportion of the students enrolled in language studies. Numbers enrolled in Japanese have grown, but enrolments in other languages have remained relatively constant or shown slight decreases.

- Within the Technical and Further Education (TAFE) sector there has been an increase in the number of languages offered, particularly community languages and Aboriginal languages, apparently in response to local demands for 'recreational' study courses. Enrolments in these languages have been relatively small. Within the TAFE sector there has been a growth in the number of vocational courses which include study of community languages, such as "Greek for Nurses" and German/Japanese for the Tourist Industry".

COMMUNITY LANGUAGE LEARNING IN AUSTRALIA - THE AFTER-HOURS SYSTEM (PLUS "INSERTION CLASSES") - 1985

- Number of students in Australia studying languages:

in after-hours classes:	83,916
in insertion classes:	104,647
total:	188,563

- Languages studied and the number of students in after-hours or insertion classes:

Italian	108,244
Greek	26,793
Arabic	13,048
Chinese	9,641
Vietnamese	4,388
Spanish	3,076
Turkish	2,819
Croatian	2,801
German	2,408
Macedonian	1,828
Hebrew	1,819
Polish	1,809

- "Insertion" classes are run by community organisations but are held in regular schools during school hours. "After hours" includes weekends.
- Students within the insertion/after-hours classes are more likely to be primary age than secondary age.
- In insertion class programs most students have only one session per week. Classes must run for one hour, with a minimum 40 minutes for the language component.

(Statistics provided by the Commonwealth Schools Commission).

LANGUAGE MAINTENANCE AND LANGUAGE SHIFT

- In the 1976 Census, 12.3% of the Australian population over the age of 5 reported regularly using a community language other than English. The percentage of these people is particularly high in the Northern Territory and Victoria.
- In Melbourne, 20.7% of the population, including 7.1% of Australian-born persons, regularly use a community language other than English.
- Statistics indicate a rise in language shift to English with age in the second generation of people of non-English-speaking background, and a rise in language maintenance with age in the first generation.
- Second-generation members of all non-English-speaking groups tend to use English to each other when not in the presence of their elders.

(Based on Clyne, 1982)

ABORIGINAL LANGUAGES

- At the time of initial European settlement in Australia in 1788, between 200 and 250 different languages existed, representing about 600 dialects.
- At least 50 Aboriginal languages are now extinct, while another 100 or so face imminent death.
- About 50 Aboriginal languages remain in a relatively healthy state, with more than 100 speakers. These are restricted geographically to the centre and the north of Australia.
- 28 Aboriginal languages have more than 250 speakers, with 20 spoken by up to about 500 people (Black, 1983:5).
- About 30,000 Aborigines currently speak a traditional language as their first language, while 30,000 use a pidgin or creole.
- About 50,000 Aborigines speak a dialect of English which is usually referred to as Aboriginal English.
- Aboriginal languages "die" (through death of the last speakers) at the rate of more than one per year.
- In 1971, 114 Aboriginal languages were calculated as having fewer than 10 speakers.

(Based largely on 1971 figures provided by the Australian Institute of Aboriginal Studies - more recent figures are not available)

INTERNATIONAL VISITORS

- In 1983, nearly one million overseas visitors arrived in Australia. Of these, 550,000 were from New Zealand, the United Kingdom, the United States and Canada. A market of 2 million overseas tourists is expected by the year 2000.

- The Japanese were the single biggest non-English-speaking group visiting Australia in 1983, with between 60,000 and 70,000 visitors. Almost 110,000 Japanese visited in 1985. There are inadequate facilities to aid communication between non-English-speaking tourists and Australians in the tourism industry.

- In 1983, about 125,000 people visited Australia from Europe (country of origin unspecified), while another 125,000 people visited Australia from Asia (country of origin unspecified). About 80,000 people visited from "other" countries.

- In 1985, foreign tourists spent $1.4 billion in Australia.

- Assuming an expenditure per visitor of about $1220 in Australia, total international visitor expenditure in 1985 was estimated to be $1500 million (excluding international air fares):

    - directed to the following major items of expenditure: domestic air fares 11%, shopping 24% and other 11% (1984 International Visitor Survey (IVS))

    - above average expenditure is recorded by visitors from Canada ($1583), USA ($1359), Japan ($1276) and Germany ($1258) (1984 IVS)

- Currently each 1% increase in international visitor arrivals creates approximately 330 jobs.

(Department of Sport, Recreation and Tourism, 1985)

TRANSLATING AND INTERPRETING SERVICES

- More than 47,000 people over the age of 15 in the community do not understand English (i.e. do not even have basic listening comprehension).
- A further 18,700 understand English but do not use it.
- More than 221,000 people speak English, but do not read or write it.
- About 300,000 Australian residents over the age of 15 do not have sufficient English to function adequately in the community.
- The Telephone Interpreter Service (T.I.S.) received about 335,650 calls in 1985/86, in 73 languages. (This reflects community needs which are able to be met, not unmet needs.)
- Only about 500 people in Australia earn a full-time living from translating and interpreting. Most of these are employed by the public sector. Only 20-40 people in the private sector earn a full-time living solely from their language work.
- In 1985-86, nine community languages accounted for the bulk of TIS calls: Vietnamese, Spanish, Greek, Italian, Croatian and Serbian, Turkish, Polish, Chinese languages and Arabic.
- Languages for which the supply of interpreters through TIS is sometimes a problem (because of heavy demand and a shortage of appropriately-trained people) are: Greek, Turkish, Serbian, Croatian, Italian (in Victoria); Vietnamese and Portuguese (in Western Australia); Khmer, Malay and Aboriginal languages (in South Australia); Portuguese (in Northern Territory); Korean, Thai, Serbian and Croatian (in Tasmania); Romanian, Thai, Khmer, Portuguese and Vietnamese (in Queensland); Chinese languages and Lebanese/Arabic (in Australian Capital Territory).

(Language Survey, A.B.S. 1983; ROMAMPAS, 1986; and T.I.S., personal communication, 1986).

MOST COMMONLY DEMANDED LANGUAGES* FOR THE TELEPHONE INTERPRETER SERVICE BY STATE, JUNE 1985-AUGUST 1986

	NSW %	ACT %	QLD %	TAS %	NT %	WA %	SA %	VIC %
Spanish	15.59	11.05	21.72	2.01	3.83	17.75	6.02	10.84
Vietnamese	7.99	7.01	25.92	5.90	8.29	18.75	14.68	16.68
Turkish	5.31	0.89	0.95	0.21	0.61	0.88	0.58	6.40
Arabic	5.08	1.06	0.94	0.75	0.31	0.75	0.79	2.05
Greek	5.01	8.10	1.80	11.13	24.91	1.60	14.40	7.67
Italian	4.33	4.78	3.56	6.24	9.61	5.05	8.03	5.45
Serbian	4.04	12.89	4.73	6.34	0.29	1.16	7.20	5.15
Polish	3.18	6.93	4.25	5.57	0.49	13.25	7.67	6.79
Cantonese	3.07	5.56	5.91	2.73	1.48	2.66	3.11	3.71
Croatian	2.49	7.54	0.63	1.06	0.40	3.96	0.85	2.13
Macedonian	1.75	3.27	0.78	0.03	0.16	1.70	0.37	1.85
Romanian	0.79	0.27	2.78	0.72	0.38	1.75	0.65	0.97
Portuguese	2.33	1.35	2.52	0.05	5.51	3.06	1.05	1.02
German	0.79	1.16	2.41	5.70	1.83	2.52	1.74	0.53
Khmer	0.67	0.99	1.28	-	0.05	3.81	2.89	1.63
Persian	0.52	0.53	1.34	0.77	0.12	3.84	1.36	0.53

* Order of data does not reflect order of demand across the country.

ACCREDITATION OF TRANSLATORS AND INTERPRETERS

Persons Accredited as Translators and/or Interpreters*

Entry Method	Level 1	2	3	4	5	Total
NAATI Test	449	1512	1071	-	-	3032
NAATI-Approved Course	70	851	325	-	-	1246
Overseas Qualifications	1	42	69	34	-	146
Recognition (of practical experience)	-		-	-	-	1016
Total	520	3421	1465	34	-	5440

Outstanding Requests for Testing

Level 1	2827
Level 2	
Admission	3231
Translation	1479
Interpreting	1147
Level 3	
Admission	974
Translation	845
Interpreting	664
Level 4	116
Total	11283

* as at December 1985

(ROMAMPAS, 1986: Appendix 35)

- The total readership of Australia's non-English language press is estimated to be more than 500,000.
- In 1986, public broadcasting stations around Australia provided programs for 53 different language groups. Only 2 were full-time "ethnic" radio stations.
- The non-English language media have had a considerable influence on language learning. In 1981, about 25% of students studying languages for Higher School Certificate in New South Wales listened to, read or watched "the non-English language" media regularly. About 25% never used the non-English media, while about 50% used the non-English media occasionally.
- In 1986, the Central Australian Aboriginal Media Association (CAAMA) broadcast 81 hours of programs per week, in Pitjantjatjara/Luritja, Eastern Arrernte, Western Arrernte, Warlpiri, Kaititj and English.
- In its first 18 months of operation (1983-84), multicultural television broadcast programs in 29 languages for an average of 5 hours and 14 minutes each day. 25% of the transmission time was in English.

(Senate Report, 1984; ROMAMPAS, 1986; CAAMA, personal communication)

MULTICULTURAL TELEVISION

SUMMARY OF SPECIAL BROADCASTING SERVICE PROGRAMS BY LANGUAGE - 1985/86

Language	Number of Hours	% of Total Program Time
ARABIC	77.02	2.42
ARMENIAN	4.30	0.13
BAHASA INDONESIAN	13.73	0.43
BULGARIAN	12.23	0.38
CHINESE LANGUAGES*	82.76	2.60
CZECH	83.74	2.63
DANISH	35.09	1.10
DUTCH	37.74	1.18
ENGLISH*	1313.76	41.24
FARSI	0.85	0.03
FINNISH	15.00	0.47
FLEMISH	3.60	0.11
FRENCH	154.92	4.86
GAELIC	1.05	0.03
GEORGIAN	1.28	0.04
GERMAN	158.48	4.98
GREEK	225.83	7.09
HEBREW	12.35	0.39
HUNGARIAN	33.07	1.04
ICELANDIC	3.12	0.10
INDIAN LANGUAGES*	26.49	0.83
ITALIAN	297.65	9.34
JAPANESE	59.36	1.86
MALTESE	7.27	0.23
MARATHI	1.92	0.06
MORE THAN ONE LANGUAGE	2.26	0.07
NO DIALOGUE	31.06	0.98
NORWEGIAN	12.01	0.38
PIDGIN ENGLISH	3.78	0.12
POLISH	86.49	2.72
PORTUGUESE	19.83	0.62
RUSSIAN	24.09	0.76
SPANISH	117.11	3.68
SWEDISH	30.60	0.96
TAGALOG	1.48	0.05
THAI	4.04	0.13
TURKISH	30.66	0.96
UKRAINIAN	4.59	0.14
WELSH	1.27	0.04
YIDDISH	1.48	0.05
YUGOSLAV LANGUAGES*	151.90	4.77
	3185.26	100.00

* Breakdown as follows:

CHINESE LANGUAGES		
Cantonese	34.29	1.08
Mandarin	48.47	1.52
ENGLISH		
English	620.64	19.48
English (SBS TV Productions)	693.12	21.76
INDIAN LANGUAGES		
Bengali	9.82	0.31
Hindi	16.67	0.52
YUGOSLAV LANGUAGES		
Croatian	6.79	0.21
Macedonian	13.26	0.42
Serbian	40.21	1.26
Serbo-Croatian	66.46	2.09
Slovene	25.18	0.79

LIBRARIES

- Australia's network of free, publicly accessible libraries - the National Library, State libraries and local libraries - is estimated to contain over one million books in languages other than English: about 500,000 in the lending stock of all public libraries, and about 600,000 in reference collections.

- There is a disparity between provisions made for English-language users and those preferring languages other than English. In Victoria in 1979, the general standard of book provision for the whole Victorian population was 1.5 books per person. The average standard for all "ethnic" communities was one book for every four or five people - 0.22 books per person. Provisions were far less for particular languages: Polish - 1 book for every 12 persons; Maltese - 1 book for every 24 persons.

(Senate Report, 1984)

LANGUAGE NEEDS OF PEOPLE WITH COMMUNICATION HANDICAPS

Hearing

- In 1981, 532,200 Australian residents had a hearing impairment or disability. Of these 160,000 suffered a communication handicap which might have been caused primarily by their loss of hearing. The vast majority became deaf with age.
- Only 1.3% of deaf people were younger than five years of age.
- About 40,000 Australians were born with a hearing disability or suffered hearing loss early enough in childhood to require special educational services.
- About 7,000 Australians use manual communication, such as Australian Sign Language (predominantly), "finger spelling" and "signed English".

Sight

- In 1981, 195,300 Australian residents suffered from impaired vision, even when wearing spectacles.
- In 1981, some 48,800 people with a communication handicap suffered from a visual disability.
- 80% of blind people are over 55. Only 5% are younger than 16.
- At least 450,000 Australians are in need of services for the print handicapped.

(Senate Report, 1984)

6. Dimensions of and Justifications for Second Language Learning

(a) Introduction

This section sets out, in the broad terms appropriate to a national policy, the major dimensions of language learning in Australia and the justifications for second language learning.

A wide range of second languages is available for Australians. There are powerful reasons to advocate the teaching of Australia's indigenous languages, of non-English non-Aboriginal languages spoken in the Australian community, of the languages of significance in Australia's region and of languages of major international significance. There is much overlap between these categories.

Consequently, a central position of this policy is the promotion of serious opportunities for the achievement of bilingualism. The term "bilingual" is used to mean competence in two languages, not necessarily equal competence, which is very difficult to attain, although, of course, the highest levels of proficiency possible are advocated.

For a large number of Australians, this bilingualism would occur if they maintain their first language as they learn the national language. This policy advocates, therefore, extension and improvements so that progressively it will be easier for non-English-speaking Australians to develop and maintain a bilingualism which is beneficial to them and to the society. For the majority of Australians, however, becoming bilingual will involve learning, as a second language, a language other than English

This section, then, considers language learning according to four social goals which are directly influenced by language:

(1) Enrichment: cultural and intellectual
(2) Economics: vocations and foreign trade
(3) Equality: social justice and overcoming disadvantages
(4) External: Australia's role in the region and the world.

(b) Enrichment: cultural and intellectual

The traditional justification for the inclusion of foreign languages in the curriculum, usually of secondary schools, gave prominence to cultural and intellectual values. A small number of foreign languages was offered and it was the general expectation that students, particularly the more able, would study at least one. The principal justification derived from the central importance of these languages in the intellectual and cultural history of the Western world, and the belief that rigorous and sustained learning of a foreign language produces intellectual benefits and provides access to the written works of great significance in the Western tradition. Foreign language learning was held to maximize logical approaches to problem-solving and contribute significantly to clear thinking, both central aims of general education. In addition, the principle of contrast was frequently invoked to argue that the learning of languages additional to the student's mother tongue would produce a heightened linguistic awareness of the properties and characteristics of the first language and would lead inevitably to more accurate and correct use of it. The content and process of instruction gave prominence to texts of central importance and of high prestige in Western literary traditions. These were considered essential learning for a society whose dominant institutions and traditions derive substantially from the mainstream of Western history. These justifications combine the benefits to individuals in terms of their intellectual functioning and linguistic skills with social benefits accruing from greater knowledge of the history and traditions of the student's society.

The justifications for language learning which exist in contemporary education have greatly diversified. Although there are powerful pragmatic justifications for teaching second languages and much second language learning occurs due to necessity rather than choice, cultural and intellectual benefits remain powerful reasons for Australia to ensure continued and enhanced second language teaching.

Since language and culture are inextricably linked, learning languages can contribute to cultural enrichment and intercultural understanding between members of different groups in several ways.

> ... language does not exist apart from culture, that is, the socially inherited assemblage of practices and beliefs that determines the texture of our lives.
>
> (Sapir, 1978 : 207)

Different languages divide reality in different ways and express these different perceptions in languages. Learning a second language successfully can produce an awareness of these differences and can lead to an appreciation that the view of reality implicit in any language is relative, not absolute. Such learning can also produce an accelerated awareness in children that language is arbitrary and evolves and functions as a form of tacit pact among people to attach agreed meanings to particular utterances. Forms of social and cultural behaviour such as different politeness systems, honorifics, avoidance of certain kin and the relative importance of the individual, are only properly understood through the particular languages concerned. Since language is probably the deepest and most widely shared manifestation of a culture, successful learning of a second language can provide deep insights into other cultures. By learning about other cultures one can reflect more objectively on one's own culture and may come to a deeper appreciation of the points of commonality and the differences between them.

In essence, then, learning any second language can provide invaluable insights into ways of being human, and reveal how languages have marked the boundaries between human groups and how these groups order their social relationships. The artistic and philosophical traditions - and the values and world view - of all cultures are invariably embodied in the languages which have been shaped by these traditions, values and experiences and which, in turn, have contributed to the culture.

In relation to cultural groups whose traditions include literacy, deepest knowledge is only attainable through the language of the group. In relation to cultural groups with a tradition of orally communicated culture, language is even more important as a source of knowledge of the culture and its traditions and values, and as an indispensable corollary of the maintenance and development of the culture itself. The long tradition of Western education which advocates second language learning as indispensable to a good and complete education is well founded in so far as education aims at the expansion of the intellectual and cultural insights and capacities of students.

There is persuasive evidence from research that individuals, particularly children, who attain a high level of bilingualism, i.e. a high level of proficiency in two languages, often gain non-linguistic as well as linguistic benefits in their intellectual functioning. Specifically these advantages relate to higher levels of verbal intelligence, a greater capacity to think divergently and manifested forms of greater mental flexibility. The significant cognitive benefits which accrue from bilingualism, however, require rigorous learning, sound teaching, complementary development of the two languages and occur under special conditions in which both languages are valued.

Australia's cultural and linguistic diversity is a powerful argument for promoting second-language education and bilingualism throughout society. At a social level, language education can potentially contribute to improving intergroup and intercultural education, enhancing, thereby, the quality of relations between the component groups of Australian society. At an individual level the acquisition of languages spoken in Australia (both Aboriginal and non-Aboriginal) by speakers of other languages can contribute to expanding the cultural horizons and ways of thinking of all Australians.

Learning second languages can also enable individuals to activate cultural, familial, social and economic networks which are otherwise closed off by language, but which are a part of their society.

Australia's increasingly mature relationships and growing consciousness of its geographical position have expanded the cultural horizons of many Australians. Asian cultures, history, lifestyles, and problems are increasingly becoming indispensable knowledge for Australians. There is much to be gained for this country by promoting the teaching of the languages of our neighbours. An expansion of this idea is that internationalist perspectives are of increasing importance in the modern world. This view of social, cultural and intellectual life in Australia provides a justification for second-language learning in the context of Australia's place in the world - a world characterized by a great need for tolerance and mutual understanding. Language learning has a role to play in this.

The final act of the Helsinki Accords in 1975 committed the signatory states (all European countries except Albania, as well as the US and USSR - Australia was outside the geographical boundaries set, and was not a participant) "to encourage the study of foreign language and civilisation as an important means of expanding communication among peoples."

> "We come to know ourselves through being able to use language. But the language of a particular culture prescribes in advance positions from which to speak; language is not a neutral vehicle for expression of pre-existent meanings but a system of signs, a signifying practice by which meaning is produced . . . . language embodies symbolically the laws, relations and divisions of a particular culture."
>
> Parker and Pollock, 1981

Thus, at the level of enhancing the quality of educational experiences, second-language learning would seem to be a central element in the universal aims of education: nurturing powers of reason, of reflection and communication, of appreciation of difference and commonness, of access to knowledge and artistic achievement. This justification applies to all languages.

In conclusion, then, extending second language learning opportunities throughout Australia, for all Australians, is a policy goal directed at the enrichment of cultural and intellectual life generally. Many specific justifications can be adduced for particular types of programs for particular groups of people. However, at the broader level it is clear that the enhancement of the quality of our cultural and intellectual endeavours requires attention to second language learning. A monolingual education for Australians would put us at a significant disadvantage in a world where relatively few societies do not give prominence to serious efforts at second language learning.

(c) Economics: foreign trade and vocations

Although there are discernible benefits in economics, particularly labour market and foreign trade areas, from enhanced and extended language teaching efforts especially in high demand languages, and from programs directed at special purpose language, these benefits are difficult to quantify and describe. They accrue, however, at both a social level and at an individual level and are attested to by trade and employment personnel. It is also the conviction of other major English speaking nations, such as the United States, that they have foregone demonstrable economic opportunities in external trade due to inadequate and inappropriate language teaching policies domestically.

> "While the use of English as a major international language of business, diplomacy and science should be welcomed as a tool for understanding across national boundaries, this cannot be safely considered a substitute for direct communications in the many areas and on the innumerable occasions when knowledge of English cannot be expected".
>
> (Report to the (US) President from the President's Commission on Foreign Language and International Studies, 1979:5)

In general terms, all Australians conducting business in non-English-speaking countries or who are involved in formal and informal arrangements between Australia and such countries will be greatly advantaged by having language skills and cultural knowledge appropriate to their task. There are many instances where this is indispensable.

There is substantial evidence that Australian economic activities, particularly in competitive situations requiring market penetration, would benefit from the skilled use of the host countries' languages and active knowledge and appreciation of cultural values and behaviours. This can be a determining factor in gaining a competitive advantage in trade. In situations of intense competition for markets and considering the particularly trade-dependent nature of Australia's economy, it is important to harmonize national economic strategies with the goals of languages policy. Australia's total trade with non-English-speaking countries greatly exceeds its trading volumes with English-speaking countries. This shift which has occurred over the last two decades has coincided with a general reduction in second-language learning and teaching in Australia. In addition the languages of the key trading partners are particularly poorly represented in Australia's schooling system.

> "In the decade 1975-76 to 1985-86 Australian exports to Asia have almost quadrupled from $4.5 billion to $16.8 billion and in percentage terms have grown from 48 per cent to 51 per cent of total Australian exports. This percentage is projected to grow for the rest of this century and beyond, but only if Australia is successful in the much more competitive environment we now face.
>
> Over the last decade only 5 per cent of Australian undergraduates (in the faculties of Arts, Education and Economics) did even a minimum of Asian studies, and the study of Asian languages has not grown in any level of the Australian education system.
>
> These two facts, along with Australia's present and projected trade deficit, and increasing foreign debt, and their domestic economic and employment effects, demonstrate a gap of crisis proportions between fundamental Australian national interests and the state of preparedness of Australians to serve these interests."
>
> (Asian Studies Council, 1986)

Invariably Australia's trading efforts depend either on the provision of interpreters, usually not Australians, or on the use of English by Australia's trading partners. Dependence on interpreters, though often inevitable and necessary, can be cumbersome and restrictive. When the interpreters are provided by foreign companies or government agencies in situations of intense competition for markets and contracts, Australia's representatives are placed at significant perceived, and at times real, disadvantage. Among the armoury which can be essential to winning contracts is the ability to communicate in the foreign country's language and to possess significant cultural knowledge which may be indispensable in the conduct of affairs.

In addition, predictions about the nature, level of demand, range, and manner of promoting particular products will be greatly improved if cultural and linguistic knowledge of the societies with whom Australia wishes to trade or wishes to improve existing terms of trade are better understood.

These economic considerations create a demand and a significant unmet need for language learning of a particular type in Australia. A number of specific vocational opportunities flow from these considerations. They include the training of interpreters and translators in demand languages, and greatly increased teaching of the languages of Australia's key trading partners and the languages of the non-English-speaking countries which it is possible to predict Australia's economic relations will require in the future. There is, concomitantly, a need for the development of courses specifically designed for the purposes of economic affairs focussing on the development of communicative skills in relevant business and trade related contexts. However, general language skills and cultural knowledge need also to be incorporated.

Japanese studies at Yeppoon, Qld., (AIS photograph by Bob Peisley).

> "... if Australia is to improve its international performance, to become more effective in international relations, and to rectify its gross balance of payments problems through increased exports, then it must urgently improve and extend its teaching and learning of languages. The grim reality seems to be that none of the mainly financial and industrial steps taken by successive Australian governments... are or ever will be effective in improving the trading position unless, most fundamentally, this nation understands the people it wants to sell to, unless it can match the products (whether goods or policies) to those people, and unless its promotional activities are appropriate to those people..."
>
> (Ingram, 1986: 2)

The importance of knowledge of languages other than English in economics and foreign trade was recognised explicitly by the United States in its Report accompanying the formulation of the "Foreign Language Assistance for National Security Act of 1983". The following quotations from this Report apply equally to the Australian context.

> It is precisely this combination of foreign language ability and business expertise ... that is now needed and will be required even more in the future by U.S. companies if they are to compete successfully in these (Asian, the Middle East, Eastern Europe) markets.
>
> (John McDougall, executive vice president of Ford Motor Company).
>
> ... The United States can no longer afford to remain a monolinguist nation, expecting the rest of the world's people to adjust to our ways. Thus the need for Americans to learn foreign languages is more urgent than ever.
>
> (Richard Morrow, President of Standard Oil Company)

(US foreign language inadequacies have) created a self-enacted trade barrier more effective than any protective tariff ever established. While our competitors continue to succeed in penetrating even our most traditional markets due to their ability to adapt their product conditions to the cultural patterns of the target country, Americans continue to transact business, as well as diplomacy, through interpreters. Consequently, it is no surprise that we are constantly outmaneuvered by our competitors in business deals where delicate, on-the-spot negotiations are necessary.

(Mr Manuel A Menica, international representative with the Florida Department of Commerce)

The British are similarly aware of the need to increase their capacity in foreign languages.

"If you wish to buy from us, there is no need to speak German. But if you wish to sell to us...".

(German Trade Minister) U.K. Languages in Careers, 1985.

Your feel of a country and of the people in it is quite different if you can read the local paper, use public transport and communicate direct, however peccably, with customers, colleagues and the general public. Total incomprehension is a real barrier to building up the kind of personal contact on which successful business ventures depend.

(Sir Adrian Cadbury, Chairman, Cadbury Schweppes Ltd.)

Over the decade 1967-1976 the percentage of Britain's exports going to English speaking markets fell sharply ..... if these figures suggest anything it is that Britain's market for exports in the near future will increasingly involve buyers whose native language is not English.

(Hawkins, 1981:73-74).

Hawkin's suggestion is that school language learning ought to be regarded as an "apprenticeship" for later specialization in language for those who require it.

In the long term, Australia's capacity to furnish appropriately-trained linguistically and culturally skilled representatives will be greatly enhanced if the general experience in schooling has provided a base of successful language learning. Speakers of two languages are likely to be better able to achieve high proficiency levels in additional languages than monolinguals since the bilinguals have, to some extent, learnt how to learn languages.

In the shorter term, Australia is fortunate that many of its citizens are already speakers of the languages of key importance to our external trade, and, in many cases, are uniquely placed as immigrants from the countries with whom Australia trades to provide cultural, linguistic, sociological and other information beneficial to our external economic relations.

For planning purposes Australia needs to extend the base of general bilingual skills in the schooling system, harmonize its school languages teaching with its external economic needs, and actively seek to benefit from the presence of communities of Australians whose bilingualism and biculturalism are to our national economic advantage. In addition, it is vital that more specially designed courses in the key demand languages are offered to permanent Australian representatives overseas.

The effects, therefore, of the external economic justification for language teaching in Australia are that Australian education institutions and the structures of trade and economic affairs should pay systematic attention to language teaching.

The Asian Studies Council states that: "Australia is critically dependent on success in Asia and therefore needs competitive advantages. Our national economic interests also require a long term shift from reliance on export of commodities/raw materials, towards export of manufactures and services, including the "niche marketing" of high value added products .... Asian languages are tools for accessing market information and opportunities, designing products or services and operating successfully in the Asian environment from industry to the professions and from senior management through to counter staff."

The final aspect of our external economic relations is the need for Australia to respond adequately and appropriately to the very great demand for English language training in the countries of our region. Australia is uniquely well placed in the most populous region of the world as the major English-speaking country to market specially designed courses in English as a foreign language to full-fee-paying overseas students. The demand for English is great and increasing, the reputation of Australia's expertise high and the institutional and personnel provisions are capable of meeting increased demand.

The vocational implications of language learning are not, however, exclusively external. In many areas of life in Australia, particularly the human services professions such as occupational therapy, social work, common law, policing, and medicine, there are important reasons to provide systematic and specially designed opportunities for professionals to attain proficiency in languages other than English.

Australia's multilingual population contains many non-English-speaking groups. The quality of the delivery of services across the board is greatly enhanced if communication between clients and professionals can occur in the strongest language of the client. The great demand for interpreters and translators is unlikely to abate and the increased acquisition of community and Aboriginal languages by professionals working with these communities would supplement the provision of interpreter/translator work and contribute to enhancing the quality of the relationship between professionals and clients. There are many overseas trained and qualified professionals in Australia who are unable to practise their profession, largely for language reasons.

The burgeoning tourist industry also creates significant opportunities for vocational orientations in languages other than English. It is self-evident that to attract greater numbers of tourists from non-English-speaking countries Australia would benefit markedly by promoting itself as able to provide specialist assistance to visiting groups in their languages. Tourism from non-English-speaking Asian nations such as Japan is particularly promising and likely to increase.

All these dimensions of the economics of language teaching and learning in Australia offer scope to students to perceive languages as vocationally promising. Consequently this can supplement the other justifications for language teaching in Australia.

(d) Equality: social justice and overcoming disadvantages

Since language permeates all social life there are inevitable correlations between social inequalities and language. Modern life depends very strongly on printed forms of communication and consequently the blind, the illiterate and those who do not speak the language which is used for the communication of important information may be excluded from important knowledge.

The hearing impaired and the deaf are similarly seriously disadvantaged in their employment and career prospects and their capacity to participate fully in social and recreational activities.

Lack of proficiency in Standard English correlates closely with occupancy of lower paid employment and, to a great degree, occupational mobility in Australia depends on skill in the English language. Advanced technologies are displacing workers from some jobs which have, in the post-war decades, usually been occupied by non-English speakers. Retraining is hampered without English, as are most aspects of labour market participation. Similarly, children who have limited proficiency in English are denied access to the curriculum and content of education if it is imparted only in English. They frequently experience arrested learning whilst they acquire English. Disabled children whose English is limited or non-existent and those with communication disabilities often face acute additional difficulties including the possibility of inaccurate diagnoses.

Elderly people who may have acquired English as a second language often revert to their first language as they age, creating special needs for their care.

If language itself can be a source of inequality in society so too are attitudes towards language. Some forms of speech, particularly non-standard dialects of English or Aboriginal languages and, less frequently, other community languages as well have been stigmatized and denigrated. Very low levels of awareness exist about language in society generally. Fallacious notions that non-standard speech is illogical or intellectually poor abound. Discrimination and hostility towards Aboriginal languages is a sad but true feature of Australian history, resulting in large part from ignorance of their enormous complexity.

At more subtle levels it is clear that the self-esteem of children who do not speak the language of the school but do speak another language, and the stigmatization which often occurs on the use of languages other than English, can affect the psychological well-being, family relationships and ethnic identity of children in serious and negative ways. For Aboriginal children these experiences are often extreme. The identity of these children at individual and group levels is subject to the judgements and treatment of their language by society.

Asserting the value of all languages and the inherent benefits of learning languages may assist in creating more positive self-esteem and identities.

The International Covenant on Civil and Political Rights, to which Australia is a signatory, guarantees to all persons "equal and effective protection against discrimination on any ground such as language..." (Article 26). Article 27 commits signatory states where linguistic minorities exist to allow people belonging to those minorities to enjoy their own culture and to use their own language. This is enshrined as the fourth principle within the Report of the Review of Migrant and Multicultural Programs and Services:

> "All members of the Australian community should have the right, within the law, to enjoy their own culture, to practise their own religion, and to use their own language, and should respect the rights of others to their own culture, religion and language."
>
> (ROMAMPAS, 1986:79)

As the ROMAMPAS committee points out (paragraph 4.47), the form of words used in the Covenant proclaims that minorities should have the rights which majority groups generally already have by virtue of the power they derive from their numbers. The right to use one's own language is not a special privilege for minorities, but a right of all Australians. Following from this principle, then, the International Covenant on Civil and Political Rights provides for people charged with a criminal offence to be told of the nature and cause of the charge 'in a language which he understands' (Article 14.3 (a)) and 'to have the free assistance of an interpreter if he cannot understand or speak the language used in court' (Article 14.3 (f)).

It is lack of skill with English, however, which is the predominant linguistic dimension of social inequalities in Australia.

> Success or failure in the labour market is the major determinant of whether certain persons or groups will be disadvantaged. Many new immigrants from non-English-speaking countries - due to lack of proficiency in English, recency of arrival and difficulty in gaining acceptance of qualifications - are unable to gain employment in their usual occupation. Consequently they are more likely to be under-employed or unemployed.
>
> (ROMAMPAS, 1986 : paragraph 3.29)

> ...it appears that English speaking persons, almost irrespective of birthplaces, have an identical rate of unemployment, but a poor knowledge of English approximately doubles the likelihood that a migrant will be unemployed.
>
> (Campbell, 1985: 37)

The ROMAMPAS Report also acknowledges that English is not just one variable among others, but the base-line variable in determining unemployment risk (Paragraph 7.54).

> The biases built into Australian institutions mean that people lacking fluency in English or coming from a non-English-speaking background are handicapped and cannot compete on an equal footing in Australian society.
>
> It is established beyond doubt that the single greatest barrier to successful settlement in Australia is lack of English. Less apparent, but no less real, are the problems experienced as a result of a lack of familarity with the working of Australian institutions and their services...
>
> (Australian Council on Population
> and Ethnic Affairs, 1982: 21)

The hope for Aboriginal people to attain equality in Australia and remain distinct as cultural groups is dependent to some degree on the maintenance and development of Aboriginal languages.

One way of ensuring that traditionally-oriented Aboriginal people have access to English, while maintaining their own language and learning through it, is the medium of bilingual education. Research in the Northern Territory has shown that where adequately-resourced bilingual education programs have operated over time, a number of benefits accrue to the learners and the communities.

- Aboriginal children in bilingual programs perform significantly better on a number of measures of both oral English and oral production in their first language by year 3 than children speaking the same language in a non-bilingual program (Murtagh, 1979).
- Aboriginal children in bilingual programs perform significantly better at most academic tasks by year 7 than children in a non-bilingual program. The tasks on which children in the bilingual program performed better were those of a more abstract or cognitively demanding nature (Gale, McClay, Christie and Harris, 1981).
- Bilingual education provides an avenue for Aborigines to modernise from within their own culture, rather than remain isolated from change or become a disadvantaged, denigrated and alienated part of the majority culture (Harris, 1981).

Under the general rubric, then, of ensuring social justice and overcoming disadvantage, many justifications for promoting positive attitudinal changes towards all forms of language and all languages emerge. In addition, specific measures for expanding particular forms of language education, research and use also emerge.

The specific measures which emerge most strongly from an attempt to promote social justice and overcome disadvantage are integrated into the overall languages policy. However, briefly, they involve the expansion and improvement of appropriate opportunities for adults to gain literacy and skills in Standard Australian English, for children to have access to teaching in their mother tongue, for adults to be able to obtain services and information in languages other than English, in non-verbal languages and in verbal languages but in non-written form.

Since the experience of disadvantage involves the judgements of the dominant sections of society, it needs to be stressed that the extensive learning by all people of second languages accompanied by attitudinal improvements could also contribute greatly to the ideals of equity as far as these ideals concern language.

The dominance of English in Australia places non-English speakers at a serious disadvantage in terms of access to social services, educational prospects, and general social and economic mobility. This is not to suggest that all these can only occur in English, since there are vibrant and large communities which function in languages other than English. Nor does it imply that all non-speakers of English who are not disabled have been disadvantaged and have been unable or not assisted to achieve social and economic success in Australia. This is patently untrue as Australia is among those nations in the world in which the degree of opportunity and mobility which its citizens enjoy, regardless of their backgrounds, is substantial. It is precisely because of Australia's tradition of commitment to opportunity for all its citizens that it is a national objective to ensure that the bases of inequality which exist are challenged and that genuine attempts are made to eradicate inequalities.

One of the most significant contributions that public institutions (eg schooling) can make for the enhancement of the opportunities of citizens is to provide them with the fullest access to the code of its most important, powerful and indispensable information. In the late 20th century this code is written and oral language and, in Australia's case, written and oral English. As our society becomes increasingly dependent upon information technology and therefore on language, specialized uses of language can be considered the "registers of power". Access to such articulate uses of language is the right of all citizens who desire it and who are able to attain it. However such access ought to be from the basis of a secure maintenance of the first language wherever this is possible. For many Australian children, the achievement of high levels of skill in English depends on the prior or concomitant development of high levels of skill in the first language.

(e) External: Australia's role in the region and the world

Recent decades have witnessed a maturing and strengthening of Australia's relationships with its neighbours in the Asian-Pacific region. The widespread teaching of the languages of the Asian-Pacific region - the world's most populous region and an overwhelmingly non-English speaking area of the world - can contribute to the broad policy objectives of promoting the fullest participation of Australia in the region's affairs. In addition, the spread of knowledge and appreciation of the cultures of the region would enrich Australian life and promote a fuller integration of the lives of individual Australians with their peers in the professional activities and cultures of the countries of our region.

This region of the world is simultaneously the fastest growing economic zone on earth and an area of the world with extremely high rates of illiteracy, poverty and disease.

Australia is a sparsely populated nation, a developed, industrialized and relatively materially advantaged society. The majority of Australia's population is of European extraction. Our region of the world is culturally, linguistically, economically and politically markedly different. The potential therefore, and the history in fact, of misunderstanding between Australia and its neighbours is substantial.

It is in Australia's interests - and it is intrinsically worthwhile - that we promote accurate knowledge of Australia's national character, its values and culture, and that we reciprocate by promoting perspectives in Australian education which treat seriously and analytically the issues of importance and the cultural and historical characteristics of Asian/Pacific countries. This is an imperative of national security, but even more importantly, it offers the potential genuinely to enhance mutual understanding and appreciation. Languages play a central role in all these questions. The particular impact of this justification for language teaching is to stress that language choices need to be more focussed on Australia's geography than is the case at present.

Australia also has a vital role to play in meeting the strong demand which exists for English language acquisition in the countries of the Asian-Pacific region by providing, both domestically and off-shore, foreign aid assistance for learning English in high-quality programs to meet the type of demand required. Australia has expertise of a high level in the teaching of English as a second and foreign language as well as in bilingual education. For many Asian countries - but most especially for the smaller island nations of the Pacific, many of whom are attempting to reconcile the teaching of their national and indigenous languages with English as media of instruction - Australia is well placed to assist.

With regard to language training for diplomatic representatives a recent review of Australia's overseas representation has stated that:

> "To Australia... language training is more than normally important for representatives overseas and for staff in Australia dealing with overseas visitors.
>
> In brief, the advantages of adequate language training are that, with language facility:
>
> (i) representatives are better able to communicate and to influence decisions;
>
> (ii) they can understand more reliably and more quickly the cultural and psychological environment in which they are working;
>
> (iii) they can respond readily and independently to emergency situations, whether at work or at home;
>
> (iv) in sensitive posts, the security of the mission's operations is enhanced by reducing dependence on locally engaged staff;
>
> (v) the need for representatives to depend on interpreters - with obvious problems where confidential discussions are involved - is reduced and some capacity provided for interpreting for important meetings;
>
> (vi) the professional credibility and acceptability of officers is enhanced in the eyes of the host authorities."
>
> (Harris, 1986: 271)

Government departments operating overseas estimate that perhaps as few as one third of their overseas positions designated as requiring proficiency in a language other than English are in fact filled by language-proficient personnel.

Finally, insofar as language planning and language instruction are concerned, especially at the non-formal levels involving literacy education, Australia has much to learn from its neighbours, many of whom have dealt with complex questions of selecting a national standard language in a multilingual country, extending its uses, determining norms and propagating their acceptance among their citizens.

7. Some planning considerations

This section addresses a range of factors which is relevant to the attempt to plan for the cultivation and development of the linguistic resources of Australia. In a complex and pluralistic society, planning must embrace the variables which have an impact on the nature of the problem or issue, as well as the authorities which have "jurisdiction" in the field. This section thus encompasses:

(a) The needs and demands of the society and the nation

(b) The international standing of English

(c) The ecology of languages

(d) Co-ordination

(a) The needs and demands of the society and the nation

It is unlikely to be possible to say with full consensus what the "needs" of a society or nation are. "Demands" are easier to discern and describe. And yet needs can be isolated if some agreement about desired objectives can be negotiated. Objective benefits can be described in relation to established criteria. The following diagrammatic representation of this ought to be considered in addition to the needs of children which are discussed in subsequent sections.

	SOCIAL GOAL	APPROXIMATE LANGUAGE CORRELATE
INCREASINGLY INDIVIDUALISED GOALS	• equality of opportunity for all Australians as individuals and for social groups	• adequate appropriate English teaching • eradication of adult illiteracy • access and equity to information, decision making services, interpreting/translating services; acceptance of deaf communication systems; other provisions for communication disabled people.
SOCIETAL GOALS	• cultural and intellectual growth and social enrichment	• teaching and support for Aboriginal and non-Aboriginal community languages • widespread teaching of languages of cultural importance to Australia.
	• intercultural tolerance and understanding combatting prejudices, hostility and racism	• teaching and support for Aboriginal and non-Aboriginal community languages • language awareness programs
	• enhanced communication, access information	• access and equity to information, decision making services, interpreting/translating services; acceptance of deaf communication systems; other provisions for communication-disabled people • adequate, appropriate English teaching • eradication of adult illiteracy
	• continual educational improvement	• teaching and support for Aboriginal and non-Aboriginal community languages • widespread teaching of languages of cultural importance to Australia. • adequate, appropriate English teaching
NATIONAL GOALS	• diversity	• teaching and support for Aboriginal and non-Aboriginal community languages • widespread teaching of languages of cultural importance to Australia.
	• enhanced economic opportunities	• adequate, appropriate English teaching • eradication of adult illiteracy • access and equity to information, decision making services, interpreting/translating services; acceptance of deaf communication systems; other provisions for communication-disabled people • widespread teaching of languages of economic importance to Australia.
	• national economic growth	• widespread teaching of languages of economic importance to Australia • provision of English as aid, and for economic reasons
	• national cohesion	• adequate, appropriate English teaching • teaching and support for Aboriginal and non-Aboriginal community languages
INCREASINGLY SOCIAL GOALS	• friendly and productive external relations	• teaching and promotion of languages of geopolitical significance to Australia
	• national security	• teaching and promotion of languages of geopolitical significance to Australia • provision of English as aid, and for economic reasons.

Clearly such a schematization of these issues cannot be comprehensive. Nor can it capture the full complexity inherent in such issues. It serves, though, to illustrate that there are strong interconnections rather than divisions between the various questions, and that although language issues relate to societal and national issues, in some cases the relationship is direct and clear, while generally it is not. Language issues pervade the general culture and as such impinge on all aspects of society and the institutions of the nation. This characteristic is important to keep in mind since planning to redress the serious problems and deficiencies in Australian languages education must acknowledge that targeting of specific needs must not lead to neglect of other needs. In other words, a comprehensive approach is desirable.

(b) The international standing of English

The dominance of English in many sectors of life in the modern world, particularly commerce, science and international relations, is strong and growing. The estimated numbers of people who speak English as a second language is greater than the total numbers of people who speak other major world languages. English is particularly strong in the Asian/Pacific/Indian Ocean region, Australia's geographic home. It is sometimes suggested that this strength of English obviates the need for Australians to learn or maintain other languages, particularly for the conduct of affairs internationally. There are three compelling reasons why this view is erroneous, quite apart from the important justifications for learning other languages which are not related to international affairs or economics but are cultural and intellectual in nature.

Firstly, although the function of English as an international lingua franca is unlikely to diminish, the total proportion of the world's population which speaks English as a first language appears to be declining rapidly. Spanish, Arabic, Hindi and Portuguese as first languages are increasing very rapidly and all may overtake English at different times during the next 50 years - Spanish by the end of the next decade (Landry, 1986). Added to the vast numbers of people who use varieties of Chinese (the world's most spoken language) this means that the number of first language speakers of English may well drop to below fifth position.

It is clear that vast and growing numbers of people in the world are speakers, often monolingual, of a range of languages which happen to be particularly poorly represented in Australian education. Current population projections are accelerating this disparity between Australian education in languages and the relative distribution of these languages as first languages in the world.

Secondly, at least as far as the conduct of affairs is concerned, the exclusive reliance on client's, partner's or neighbour's capacity in English (invariably not their first language) creates potentially serious dependency risks restricting relationships to less than full and complex levels.

A new start is needed in foreign language teaching in schools - if we are to compete effectively in world markets and to communicate on equal terms with our European partners, we need to increase substantially the numbers of young people leaving school with a good grounding in at least one foreign language.

(16 June 1986, News Release, UK Secretary of Education: Kenneth Baker)

Whatever your job, whether in manufacturing, or commerce, in a service industry, in journalism or broadcasting, sport or politics, teaching or nursing, as secretary or housewife with children to care for, you may be sure that to be monolingual in the 21st century will be exceptional.

(Hawkins in Languages in Careers, 1985)

Thirdly, in economic relationships a competitive advantage is required in many dealings. A skilled and proficient knowledge of the dominant (usually sole) language of clients is highly beneficial. Valuable knowledge of cultural and sociological facts and trends may be only available through detailed knowledge of the people concerned. A knowledge of the particular language then can be indispensable in predicting economic trends and the nature of goods which are marketable. Asian languages are particularly crucial in this regard.

"Our vital interests are impaired by the fatuous notion that our competence in other languages is irrelevant. Indeed, it is precisely because of this nation's responsibilities and opportunities... that foreign languages, as a key to unlock the mysteries of other customs and cultures, can no longer be viewed as an educational or civic luxury."

(Report to the (US) President from the President's Commission on Foreign Language and International Studies, 1979:6)

It is becoming increasingly evident that English monolingualism restricts access for Australians to significant research in science, technology, industrial relations, and other areas of knowledge, as well as business. Many important publications are published in languages other than English and never translated into English. Without the ability to read this research, this knowledge is lost to Australia (Ford and Hunt, 1986).

The international standing of English is, of course, a positive advantage for Australia as a provider of both language based and language related aid and economics. These matters are dealt with subsequently.

In conclusion, the international strength of English, while welcome and beneficial to Australia, must neither be assumed to imply the absence of economic reasons for second language learning in Australia, for this is a false assumption which is costly to our future, nor must it be allowed to diminish the commitment Australian education makes to the cultural and intellectual values and benefits accruing from the study of other languages for all Australian students.

> "The view that mankind is purportedly headed toward a greater, ultimately all-encompassing socio-cultural unity has frequently been associated with a linguistic counterpart: a purported need for and an espousal of a unifying language of mankind. The view - expressed by the Western Christianity on behalf of Latin; by Western Capitalism on behalf of French, and, more recently, English .... - has too often confused universalism with uniformity. As a result it has simplified and falsified the complexity of human society and has ignored the simultaneity of broader and narrower attachments that so often characterizes social man ....There is a multifacetedness to the human experience including linguistic repertoire, variety or breadth - that must not be watered down in the name of universalism, for if this is done, then universalism is converted into its opposite, namely restrictive parochialism."
>
> (Fishman et al., 1985: 466)

(c) The ecology of languages in Australia

Languages have a relationship with the human environment and their contexts of use which gives rise to analogies with the natural environment. Language ecology, therefore, refers to the complex interrelationship between languages and their environment.

The vast majority of societies in the world are, in some sense and to differing degrees, multilingual. Many societies which are similar to Australia in their social characteristics and their economic and industrial development are characterized by the presence of immigrant as well as indigenous languages, particularly Canada and the United States of America. Although there are widely differing experiences and conflicting evidence about the trends and their causes in relation to language ecology, several broad generalizations are possible. Some confirmation of these in the Australian context is also available.

: There is a substantial shift to the exclusive use of the dominant, most prestigious language of the society by the children of immigrants and to a lesser extent by the immigrants themselves.

: In the vast majority of cases there persist strong emotional and cultural attachments to the language with which the community identifies, even when its use is largely ritualized, in many cases, after several generations.

: Some groups succeed in maintaining their language permanently and there are instances of successful and partially successful attempts to revive the use of languages which had previously been abandoned.

: Indigenous languages, whose abandonment would in most cases produce the extinction of the language, mostly share the same trends, though significantly different factors often apply.

: Active public opposition to languages spoken by minority groups within a society does not necessarily produce their abandonment or extinction. Rather, it can lead to heightened attachment and use, though in some cases it does produce abandonment or extinction.

: Active public support does not necessarily lead to their continued use or maintenance. Sometimes it leads, rather, to their abandonment, though in some cases it does assist their retention.

: Different groups use and value their language differently, depending on its centrality and salience in the group's cultural, national or ethnic identity. Nor do these valuations remain permanent. Under some circumstances language becomes central to identity. Under others the group's feelings of identity can shift to other aspects of the group's culture.

Clearly there are many complex and dynamic variables involved in questions of language ecology with many being ambivalent and subject to change in particular settings. However, a broad generalization about the continued use of minority languages in societies dominated by another language is possible:

- Bilingual individuals and bilingual groups most successfully retain active use of two or more languages when the purposes for the retention of these languages are separate, clear and exclusive. This means that the functions of the two languages are different. This functional separation is accompanied by associations which are made psychologically about the roles of the languages. Bilinguals do not need two languages to do exactly the same things in the same environment.

The implications of these generalizations for Australian public action and policy on languages are:

- that a public climate of acceptance and support is warranted;
- that, for children speaking languages other than English, some learning in their home language is justified on intellectual, familial, psychological and cultural grounds; and
- that although the multilingualism of the population is an important factor in framing policy, the intervention of public authorities, particularly in schooling, is unlikely to be sufficient to maintain languages when social factors are working strongly in other directions.

Public goals of excellence in education and equality and access for all of Australia's component groups to economic opportunities, services and information are paramount considerations. The trends in language ecology are long-term ones and, with dramatic developments in information and communications technologies, a new and potentially significant factor adds further complications to predictions about linguistic futures.

These considerations induce a sense of realism about what is possible and are included here for this purpose.

(d) Co-ordination

It is vital that co-ordination of initiatives in language planning takes place at all relevant levels. This is most necessary in education, although it relates to virtually all sectors. An example is the provision of employment under short term schemes such as the Community Employment Program for Aborigines in remote areas of Australia. In some areas of the Northern Territory where bilingual education schemes exist it is appropriate and desirable that CEP employment generation be integrated with education. Adult Aborigines, particularly elders, are the unique source of knowledge about creation and other stories, as well as information on their language. The creation of employment in culturally meaningful and useful ways can assist the education of children, the provision of language material for school programs and the expansion of the uses of the traditional language to non-traditional subjects.

There are four ways in which co-ordination is taken forward in this policy.

Firstly, the policy recommends the establishment of a representative advisory structure.

Secondly, States and Territories are requested to develop the policy into more detailed implementation plans at their level, incorporating the principles and objectives of this policy.

Thirdly, Commonwealth departments and authorities are also requested to analyse their operations and, where relevant, to apply the directions and goals of the policy to their activities.

Fourthly, a range of programs is proposed to advance the implementation of the policy.

II POLICY

INTRODUCTION

The complexity and number of issues covered by Australia's national languages policy, the large number and different types of authorities which are charged with the task of implementing the various strands of the policy and the needs and demands of the various constituencies of the policy all impose constraints on the nature of the policy itself. As a national policy, it should consider the pressing needs of Australia's external and economic affairs and find ways of reconciling these with domestic needs. Consequently, and consistent with its underlying principles, this policy is not prescriptive. Rather, it declares national expectations on language matters publicly and initiates action towards the achievement of these ends. It seeks also to co-ordinate the many excellent initiatives and programs which already exist and to involve them in a coherent strategy to meet the objectives of the policy. In attempting to reconcile divergent interests and needs, the policy attempts to build on the common factors which underlie them.

The national languages policy, then, describes the parameters of status, learning and use of languages in Australia. It is to be elaborated into more detailed plans at the implementation levels appropriate for the Commonwealth and State/Territories. The four broad strategies which underlie this policy are:

- The conservation of Australia's linguistic resources;
- The development and expansion of these resources;
- The integration of Australian language teaching and language use efforts with national economic, social and cultural policies.
- The provision of information and services in languages understood by clients.

A. THE STATUS OF LANGUAGES IN AUSTRALIA

Consistent with the nature of Australian society in which prescriptive and mandated policies are generally avoided, the question of the allocation of status is best regarded as the explicit recognition and assertion of the place and role of languages in the society. Legislative action is inappropriate and undesirable. In all probability the use of legal instruments to direct language questions would lead to undesirable interference into matters of private choice, and frequently unintended but nevertheless serious anomalies and inequities.

This policy seeks to direct the multilingualism of Australia towards a coherence with national aims, stressing national unity but rejecting imposed uniformity. It does this by asserting the primacy of English for all and by advocating widespread learning of languages in addition to English and the continued use of languages other than English, both Aboriginal and non-Aboriginal, by the Australian community.

These questions are both symbolic and practical. They are symbolic insofar as particular statements express values which the society consciously wishes to affirm. They are practical insofar as clear guidelines are established about language goals and public expectations of language and insofar as programs are established to take these goals towards realization.

1. ENGLISH

(a) The status of English

This policy declares the English language to be the national language of Australia and affirms the legitimacy and importance of the functions which are fulfilled by English.

The public and formal functions of English are primarily its use as the language of the Commonwealth and of the State and Territory Parliaments: the language of the formulation, promulgation and interpretation of Australian law.

Australian citizenship will retain a requirement for basic knowledge of English for applicants between the ages of 18 and 50.

(b) English in Australian society

English is a cohesive and unifying element in Australian society. It contributes to national and cultural identification and allegiance and serves as the common language of communication for Australians from different language backgrounds.

English is also the primary and dominant language of the economic, social, cultural, educational and administrative sectors of public and private life. It is the dominant language of the media, of the delivery of public services and of the dissemination of information. Social and economic opportunities for all Australians are therefore largely dependent on mastery of written and spoken English.

Australia is a parliamentary democracy. Among the guarantees of the freedoms of Australian life are the articulate and literate mastery of English so that individuals and groups in society can promote desired changes or resist the changes promoted by others. To be without English is to be without the means of participating effectively in public life. Effective democracy which involves its citizens in public life requires high standards of use of the language of power and influence.

English is the vehicle for the dominant and mainstream culture in Australia and the important and powerful institutions of public and private life. Since the late eighteenth century when English was introduced to Australia it has been modified by its writers and speakers. Australian English is a distinct set of ways of using the language which takes its place alongside the major varieties of English in the world.

English is also an international language. A variety of English is the national, official, dominant or auxiliary language in a wide range of countries and international organisations. Proficiency in English, therefore, makes possible access to a wide range of cultures which use English, knowledge which is available only or most efficiently in English, and access to millions of people who speak English as either their first or as an auxiliary language.

(c) Australian English and its public use

Australian English is a dynamic but vital expression of the distinctiveness of Australian culture and an element of national identity. Although there is little regional variation in spoken Australian English, and no discernible differences in the written form, marked and stable social varieties do exist. This policy explicitly recognises the important and valuable functions which such varieties fulfil for their speakers, particularly as expressions of group identity. For public and formal uses, however, particularly for language used for educational purposes, especially the learning of English, it is appropriate and desirable that standard forms of English are adopted. In broadcasting, education and in public use, individuals and organisations are urged to adopt the highest standards of correct use. As the national variety of English in Australia, Standard Australian English ought to be used with confidence in Australia and overseas.

It is not desirable to prescribe norms for English in Australia. Language by its nature is dynamic. Nevertheless, technical vocabulary and language whose purpose it is to convey information ought to be clear, accurate and standardised. This policy endorses the efforts taken by public and private bodies in this regard and urges that wherever possible the norms for English which are formulated derive from Australian usage. In addition, explicit endorsement is made of the extensive adoption of plain English in official written documents. Plain English seeks to produce expression which is clear and unambiguous without reducing precision. Its use will enhance access to information and services and promote fuller comprehension by citizens of their rights and obligations.

In order to reflect the "Australian-ness" of our environment, appropriate Aboriginal place names should be identified and adopted where possible.

> It is only through the Aboriginal part of our population that we can claim a long-standing, traditional relationship with our land, in a way possible to other nations who have occupied their native soil for hundreds or thousands of years. Through Aboriginal placenames and folklore, Australians have inherited an indigenous tradition which extends the history of their country beyond the short timespan of white settlement.
>
> (Australian Council on Population and Ethnic Affairs, 1982:5).

This policy recognises that language has frequently been used to convey prejudiced meanings and that many of these have entered the structure of the language itself. Ways of speaking and writing and particular expressions are sometimes associated with prejudiced thinking. This policy eschews the use of overtly prejudiced language, particularly racist and sexist language, and exhorts all public authorities and individuals to do likewise.

Speakers and writers of Australian English do, of course, use language more frequently in informal and private ways, and for cultural, intellectual, artistic, personal and other purposes. Such language use is varied, colourful and vital. Standard Australian English is not intellectually, morally or aesthetically superior to non-standard or dialect forms. Neither are British or American Standard English. Standard language forms are more powerful and prestigious than non-standard forms, and therefore all Australians ought to be able to add Standard Australian English to the varieties of English they speak and use.

2. AUSTRALIAN LANGUAGES

(a) The status of Aboriginal languages

This policy acknowledges and affirms that Aboriginal languages are the indigenous languages of Australia. The rights to use of these languages and to their acceptance and respect as well as the right of Aboriginal Australians who do not speak English to obtain information about and access to government services in their own languages is explicitly declared. This policy also advocates and declares that extensive and widespread awareness of the uniqueness of Aboriginal languages is warranted. Kriol and Torres Strait Creole, though not indigenous languages, express identity in similar ways and tend to be regarded by their speakers as markers of group membership.

Since schooling is compulsory, children of non-English-speaking Aboriginal background are entitled to expect the positive affirmation of their linguistic and cultural background, and effective education will require this.

Site of an early Aboriginal settlement in the Muogamarra Nature Reserve near Sydney. Aboriginal students are learning about their cultural background. (AIS photograph by Peter Kelly).

(b) Aboriginal languages in Australian society

Systematic denigration by non-Aborigines for most of Australia's European history has led to gross ignorance about Aboriginal languages, some of which are among the most structurally complex languages in the world. In addition, these languages are of indispensable value for expressing the complex human ideas and emotions which the Aboriginal peoples of Australia can and have contributed to the body of human knowledge and thought.

The virtual annihilation of Aboriginal languages in the south-eastern parts of the Australian continent was accomplished very rapidly after initial contact between European and Aboriginal people. However, in the remoter parts of Australia where fewer Europeans settled, the majority of Aboriginal languages have continued to be a key vehicle of cultural survival and intergenerational communication for Aboriginal people. At present, of the remaining languages, many have retreated to fulfilling restricted functions in the lives of their speakers, whose communication needs are generally fulfilled by a variety of English. Approximately fifty languages have continued to be used by children as well as adults and have been expanded to fulfil functions wider than the traditional ones, reflecting the changes in the lives of their speakers. Many of these languages are used in both print and electronic media, in the education of children, in the delivery of public services and for the general communication needs of their speakers. In addition, of course, they remain central to cultural life.

The wider society is poorly informed about the existence of Aboriginal languages, about their value and uniqueness, and also about the fragile and endangered state of the majority of them. Given the centrality of these languages in Aboriginal group identity, it follows that much of non-Aboriginal Australia is ignorant of the needs, aspirations and culture of the original inhabitants of the continent and of the fact that many Aboriginal people use traditional languages to fulfil all their needs. Traditional Aboriginal culture is predominantly a non-material, spiritual culture. Knowledge about Aboriginal languages, therefore, and the ways languages are used, may be vital to the appreciation and understanding of Aboriginal culture.

3. OTHER LANGUAGES USED IN THE AUSTRALIAN COMMUNITY

(a) The status of such languages

This policy recognises that the Australian community regularly uses a wide range of non-Aboriginal languages other than English to fulfil the needs of large component groups. The rights to use of these languages, and to their respect and widespread acceptance as legitimate in the Australian context, are explicitly made. In addition, Australians who do not speak English sufficiently well or at all are entitled to full access to government services in the languages they know best. Students whose mother tongue is not English ought to be assisted to continue learning this language and learning in it, and to acquire English proficiency.

Deaf Australians have evolved Sign Language to meet their communication needs. Australian Sign Language is considered a language in the same sense as verbal languages and consequently is to enjoy the same status. For children who use sign language, it is recognized that this is their language of initial learning. For the deaf, access to services and equity in opportunity generally require acknowledgement of their need for interpreting services and for education using the appropriate language systems.

(b) The use of languages other than English in the Australian community

The clearest effects of immigration in recent decades have been on the economic and occupational structures of Australia. Australia has also been dramatically transformed culturally by the post-war immigration program. A linguistic consequence of this has been the burgeoning of non-English language schools, print and electronic media, businesses and cultural activities. These changes are symptomatic of a deeper cultural transformation. With the addition of English and the core values of the mainstream culture, recent immigrants are contributing to an evolution of uniquely Australian ways.

Although there is a marked shift towards the exclusive use of English among second generation non-English-speaking-background Australians, the widespread use of languages other than English in Australia is strong. Many of the post-war immigrants who have learned English have been observed to prefer their first language as they grow older, and some revert exclusively to the use of it as a consequence of ageing. The number of languages used in the Australian community has diversified in the last decade with the traditional sources of immigrants being supplemented by a much wider number of source countries and, hence, languages. Although second generation Australians tend to use English among each other, and often with the older generation, a large and growing number study their family's language, identify with it and desire that their own children do the same. Australia has much to gain by assisting the efforts of language maintenance of its citizens.

The deaf consider Australian Sign Language to be their community language and desire that they be acknowledged as a community group with a distinctive language. This acknowledgment implies service and educational provisions which mirror those made for other communities.

S
dark green
brown

Story reading, Melbourne. (AIS photograph by Eric Wadsworth).

B. THE TEACHING AND LEARNING OF LANGUAGES

1. ENGLISH FOR ALL

(a) English as a first language : its acquisition and development

English is the mother tongue and sole language of the majority of Australians. It is acquired orally at home, in family situations usually, and from people with whom children have intimate relationships. It cannot be said to be taught explicitly, although the language directed at children is often modified to enhance its acquisition and comprehension. The primary means by which society imparts skill, knowledge and control over formal and written language is the schooling system.

For the great majority of Australian children, schooling involves the application of the mother tongue to learning concepts and skills in other content areas, which are usually labelled subjects. This results in the expansion of the language children bring with them to school, the introduction and development of reading and writing, and the learning of the particular forms of language and the conventions associated with particular subject areas. In addition, schooling imparts knowledge and skill of the specialised uses of English and of styles of English usage. Children also learn about the language itself and about its literature.

> "It has been claimed that at no time in the life of an average person does he successfully achieve a more complex learning task than when he learns to speak, a task which is substantially completed before he is five years old. It has also been suggested that during the period from early infancy to five years old a child makes more rapid progress in learning about his environment than in any subsequent five-year span. The two processes cannot be independent. The effort a child needs to apply in learning language must derive from the satisfaction of evolving from helplessness to self-possession. Conversely, that very evolution must owe a great deal to the developing power of language as its instrument".
>
> (Great Britain. Committee of Inquiry Into Language and Reading, 1974 : 188)
>
> "Language has a unique role in developing human learning; the higher processes of thinking are normally achieved by the interaction of a child's language behaviour with his other mental and perceptual powers."
>
> (Great Britain. Committee of Inquiry Into Language and Reading, 1974:519)

For a minority of Australian children, using the mother tongue at school is more complex. Although speakers of English, such children use non-standard forms and stable dialects of English, different from the dialect of the school which is labelled Standard Australian English. For another group of Australian children of English mother tongue background, a communication disability such as impaired sight or hearing has important ramifications for their parallel development linguistically and intellectually.

Among the universal aims of schooling the abilities to acquire, analyze and convey information and knowledge are fundamental. This was recognised in the Report of the Quality of Education in Australia Review Committee entitled "Quality of Education in Australia" which identified the development of general competences which are crucial to the achievement of quality in education in Australia. These competences, the acquisition of which is seen as an outcome of a high quality education, are the ability to:

- acquire information
- convey information
- apply logical processes
- plan and execute practical tasks individually or in groups

Central to these abilities are the skills of listening, speaking, reading and writing. Thus the development of general competences in education is entirely dependent on and interwoven with the ability to function in and use language effectively.

Language, therefore is fundamental to all other areas of learning, and language and thinking are inextricably linked. Increasingly sophisticated thought requires and produces increasingly sophisticated language. Language is, though, as important socially as it is intellectually.

The rapidity of technological change is greater now than at any other time in history. The future of employment patterns and requirements, economic structures, social relations, leisure and culture is less predictable than at any time in the past. What is certain is that innovative and technologically-based developments will continue to change society and that language will assume even greater importance. In a society becoming rapidly more complex, skilled use of language will increasingly become an instrument of empowerment and social participation. This assertion flows logically from the vastly increased role which information and communications technology play in these developments.

A Malaysian born teacher conducts an English class at a Perth school. (AIS photograph by Mike Brown).

Interpersonal functioning in economic activity increasingly requires better communication. Technology will demand more precise and logical users of oral and written language. Our culture is becoming subject to greater numbers of influences and therefore is becoming more complex. There are compelling grounds, therefore to require serious attention to be paid to the achievement of the highest standards of spoken and written English among Australians. Schools will be called upon to impart ever more sophisticated levels and types of language skills and the capacities for these skills to be specialised. In short, Australia needs to educate for a linguistically more adaptable population.

This policy, therefore, gives primacy to efforts to enhance mastery of English.

For children whose language variety is dissonant with the variety of the school, there are severe social and economic penalties if they fail to acquire the powerful and socially prestigious forms of English. Consequently, for reasons of social justice and equity, special efforts are required to enhance the awareness among educators of these needs and to improve the capacities of teachers to impart control over standard language without stigmatizing dialect and non-standard forms. It is more appropriate to conceive of such methodologies as adding to the linguistic repertoire of these children, rather than replacing or denigrating their existing forms of expression.

Equally, the achievement of the linguistic potential of the communication-disabled requires special awareness on the part of educators about impairment and its impact on learning and self-esteem, and the provisions of specialist intervention to assist such children achieve their communication potential.

For all children who speak Australian English, a major objective of this policy is to emphasise that language skills underly all learning and to stimulate action towards improved attention to all aspects of English in schooling.

The public expectation in relation to proficiency in spoken and written English at high levels of competence refers to:

- mastery over the grammatical, orthographic and phonological characteristics of Standard Australian English

- mastery over academic and formal registers of English usage

- explicit knowledge of the characteristics and major properties of English
- control of the rhetorical and other functional dimensions of English
- an appreciation and knowledge of the literary achievements of English, particularly Australian achievements.

At all levels of education an enhanced, explicit awareness of the nexus between language and learning is required. All educators are encouraged to address explicitly:

- ways of enhancing practice in education which assists English learners acquire the discourse associated with particular subject areas efficiently and well;
- the creation of awareness among all teachers of the principles of English language acquisition and development;
- the means for generating a more skilled educational practice to promote the highest standards of literate and articulate English among Australian students;
- an ongoing co-ordinated process of interaction between teachers, teacher educators and education planners to design and implement English language skills and methods programs for all intending teachers and inservice for existing teachers, with priority attention to English teachers;
- the relationships between English mother tongue acquisition teaching and methodologies appropriate to learners whose mother tongue contains non-standard forms or is a dialect of English.

Because of the pervasiveness of language in all daily experience, and the tendency to continue to learn new things about, of and through language, regardless of age or formal educational background, language education is in every sense continuing education. This is manifested in its most overt form through adult literacy programs. Adult literacy programs seek to widen the capacities of people to handle written channels of communication, which, for a variety of reasons, they have not acquired successfully through formal schooling. Adult literacy provision thus has a central role in any policy affecting mother tongue language teaching and learning.

One key objective of this policy is to initiate a coherent plan of action to reduce the levels of adult illiteracy in Australia.

CASE STUDY 1 : TWO MODELS OF ADULT LITERACY PROVISION

MODEL ONE : A COMMUNITY - BASED VOLUNTEER PROGRAM

The Glenroy (Victoria) Adult Literacy Program is co-ordinated by a part-time paid officer and supported by the regional library. About fifty tutor-student pairs meet regularly for one-to-one tuition sessions, held either in the Glenroy Library or in private homes. The program operates in an area generally devoid of social amenities, with high rates of unemployment and acute social and economic needs. Begun in 1979 in response to local demand, it depends on the support of the library staff and paid co-ordinator, and the training of local residents as volunteer tutors. It operates as a neighbourhood activity raising consciousness about literacy issues.

The program is valued by the learners for its stress on individualised attention and learning as a partnership between tutor and student. Prue and Beryl are an illustration of this. Over one year they developed a close friendship and both judged the experience as "mutually creative and life changing". Prue's background involved poverty and traumatic family and childhood experiences. She has said:

"I have come from a person who was very, very ashamed of myself because I couldn't read and write . . . a person that really hated herself inside and has learnt to like myself and . . . won't give up". Referring to the finished bound book of her story, Prue says: " . . . that was my story and that's how I felt. And it was important for me just to have it down on a piece of paper . . . it's important for me, myself, to feel as though I have accomplished something in life . . . I've come a long way".

As for many adults who master literacy the process involves moving from dependence to independence, from low self-esteem to confidence and to control over one's "story" and life.

Crucial to the success of this model are the community base, the field staff and co-ordinators, and the one-to-one relationship of tutor-to-student.

(Grant, 1986)

MODEL TWO : AN INSTITUTION - BASED ADULT LITERACY PROVISION

The Council of Adult Education (Melbourne), a TAFE provider, offers small group or class literacy tuition by contracted paid sessional workers assisted by two full-time staff co-ordinators. Since 1984 major changes have been made to the adult literacy provision.

Different organisational models involving a large group of students (15) with team-teaching by three paid sessional tutors and a volunteer who work in flexible ways (one-to-one and small group tuition), combined literacy/numeracy classes in film viewing and discussion, cookery activities, HSC classes, student representatives and broadsheets and flexible enrolments are now all available.

This promotes social interaction and helps to prevent over-dependence on one tutor. John's reflections illustrate this: "I'm real happy with the way it's going . . . You're getting helped by the students around you . . . Fred . . . the boy with shakes . . . we help one another . . . we can learn from each other . . . the main thing is the tutors are there . . . the spelling class I'm rapt in . . . I'm learning to spell the word . . . I'm stepping out of my depth, but there's something there that's got me fascinated and I want to keep going."

John is in his mid-sixties. He had only a limited education during the Great Depression. He has worked for over thirty years and, apart from his family, "no one ever knew" that he couldn't read or write. John retired recently.

Both the stories of John and Prue demonstrate the empowerment literacy can bring through supportive learning arrangements.

(Grant, 1986)

(b) English as a second language (ESL) : adults and children

For a large minority of Australians, English is not the mother tongue. This policy recognises that these Australians, who are both children and adults, are invariably proficient speakers of at least one language other than English. This is an important fact to acknowledge so that incapacity with English is not assumed to equate with incapacity with language. A direct consequence of this acknowledgement is the transformation of the starting point for learning English from the learning of language to the task of adding a language to an existing linguistic repertoire. Ideally this results in the achievement of stable bilingualism and the many benefits which potentially can accrue from bilingualism, rather than the replacement of an existing language with English.

Most Australians who learn English as a second language are of recent immigrant origin. For many Aborigines, English is effectively a foreign language. The distinction essentially concerns the immediacy of English in the learner's environment : urban Australians are surrounded by English while for many Aborigines in remote areas, English is only encountered infrequently and intermittently.

Nevertheless, Aboriginal learners of English are discussed in this section since the term 'English as a Foreign Language' will be taken in this policy to apply to non-Australians.

The provision of adequate and appropriate opportunities and programs for the achievement of proficiency in Australia's national language is a major obligation of Australian public, particularly educational authorities.

Australia's national development has been irreversibly and dramatically affected by the post-war migration program. Australia embarked on this massive program for reasons of economic and national development and for humanitarian reasons, fulfilling its international obligations. The economic imperatives which were a motivating force behind the migration program have changed, however. Modern society is rapidly transforming the relative distribution of economic activity among the major sectors of the economy and increasingly replacing employment from traditional areas with those requiring the manipulation of information and knowledge and the provision of ever diversifying services.

ESL for adults and children becomes an issue of the utmost importance to enable the maximum achievement of social participation, and economic and educational opportunity. For Aboriginal Australians, English learning is equally critical to participation and opportunity. Although many who live traditionally oriented lives in remote areas are less likely to need English, present provisions of ESL for adults and children are deficient in terms of their appropriateness and adequacy. Specifically targeted and appropriate instruction ought to contain the following idealised program configurations for learners of ESL in Australia.

ENGLISH	OTHER KNOWLEDGE
(●) Initial intensive English Instruction (ESL specialist).	(●) Content imparted in the mother tongue (bilingual aide or teacher).
(●) Continued intensive English	(●) Continued learning in the mother tongue
(●) Initial learning of subject matter in English modified to enhance comprehension of the subject, undertaken by subject teachers	(●) Reduced learning in the mother tongue (for children). Learning of the mother tongue
(●) Specialist input: Learning in English with attention paid to English language acquisition.	(●) (Desirably) (for children) continued learning of the first language.
(●) Attention to academic and literary English: Learning in English.	

Such a model is highly generalised since the needs of different groups of learners vary according to such factors as age, pre-ESL learning and educational levels, first language literacy levels, affective variables, social and economic circumstances and aspirations. In addition, it has more immediate application to children than to adults.

ESL for both children and adults is a shared responsibility of the States and Territories and the Commonwealth. Generalised models are important to establish overall objectives. These then require modification at successive levels closer to implementation.

The shared responsibility for ESL of all educational authorities needs explicit declaration. Co-ordination between the various levels is critical for ensuring that adequate and appropriate action is taken to impart English language skill. The reviews conducted of the ESL programs for children and adults over recent years by Professor Campbell have highlighted administrative and structural/organisational matters as key areas where substantial improvements are needed.

The Commonwealth's responsibility arises from its constitutional authority to recruit immigrants to Australia and its role as the primary body concerned with settlement. The Commonwealth is also constitutionally responsible for Aboriginal affairs. In addition, the Commonwealth has adopted policies of access and equity for all groups in Australian society. The Commonwealth's educational authority is not to deliver educational services and programs, but to devise national priorities and directions for education and to provide supplementary funding. The Commonwealth's other source of responsibility is its primary responsibility for the economy and the labour market.

The States and Territories, through various educational authorities, both government and non-government, are primarily responsible for the administration and delivery of educational services and programes, curriculum planning, support and administration. ESL cannot be assumed to be unconnected with the general education of children nor to be a language learning task alone. Along with language, learners acquire knowledge, socio-cultural knowledge and behaviours, and the conventions of language use.

Teacher education authorities have an explicit responsibility to ensure that in the preparation of all teachers, regardless of their subject specialisation, they are made aware of the language implications of their discipline and the general and specific needs of learners for whom English is not the first language. Specialists in English language arts and literature need to be provided with serious and rigorous input about applied linguistics and language and learning, particularly the needs of ESL learners.

Schools have the responsibility for ensuring that the task of language learning permeates the whole school, involving all teachers who teach children with limited English, in addition to the specialist ESL teacher. Only with co-ordinated and concerted efforts by all responsible authorities can ESL imparted be adequately and appropriately.

When the first language is maintained, the planned learning of English at school and the informal learning of English out of school will result in advanced levels of bilingualism. Thus, wherever possible, English and the mother tongue ought to be developed in a complementary way, making it possible for young ESL learners to attain benefits both for their individual intellectual functioning and for the wider Australian community from their bilingualism.

The overall purpose of teaching ESL to children is, firstly, for them to obtain full access to English proficiency and, highly desirably, to aim for first language maintenance where possible.

For Aboriginal children particularly, ESL must also take into account, as indeed general education ought, the cultural background of the children and learning styles which derive from traditional Aboriginal culture and lifestyle.

> The identification of ESL needs tends, in the absence of appropriate and reliable proficiency measures, to focus on those students whose lack of English is more overt. Many students have superficially adequate English but also need ESL assistance, particularly with written and abstract language and with the conventions and language associated with particular disciplines. It is sometimes not apparent to teachers without ESL training that these needs exist. The demands of study at upper secondary school levels or at tertiary levels frequently reveal previously undiagnosed linguistic problems, given the abstract nature of the linguistic demands made by content at these levels where the surrounding context which makes meaning clearer with more concrete subjects is greatly reduced.
>
> The application of indices of need, an understanding of factors influencing development of language proficiency, and the development of appropriate measures of proficiency are urgently required. These may serve as a basis for the rational allocation of funds, the evaluation of achievement and the measurement of progress.

Students whose first language is not standard English but either a language other than English (or a dialect of one), or a dialect of English are entitled to expect that schooling will provide them with the following broad characteristics in English:

: skills and proficiency in interpersonal, functional and communicative oracy and literacy

: skills, proficiency and knowledge in and of cognitive and academic oracy and literacy

Schooling will also be expected to provide students with the capacity to achieve their educational and intellectual potential by facilitating access to all curriculum content and to uninterrupted conceptual development (or rapid recovery of interrupted development). This will involve at least:

: specialist ESL or English as a Second Dialect (ESD) instruction

: attention by specialists and subject teachers to the language of particular curriculum areas

: some significant continued learning in the first language.

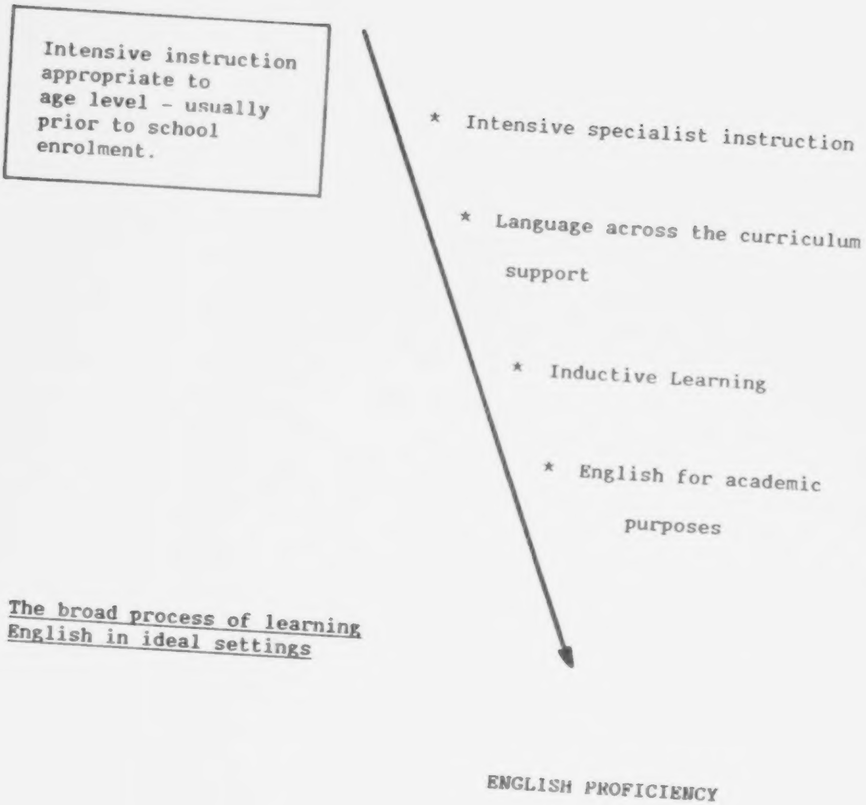
First language teaching in conjunction with ESL will aim to:

: enable these students to continue their general learning without interruption whilst they learn English

: develop extended proficiency in the first language

: attain a solid and confident base from which to learn English well.

Schooling



Intensive instruction appropriate to age level - usually prior to school enrolment.

* Intensive specialist instruction

* Language across the curriculum support

* Inductive Learning

* English for academic purposes

ENGLISH PROFICIENCY

The broad process of learning English in ideal settings

(i) ESL for adults

The ESL needs for adults are as complex and varied as the needs and characteristics of the student population. The potential target population consists of three main groups:

- Newly arrived immigrants with little or no English.
- The "backlog" of previously arrived immigrants with little or no English who

  (a) have acquired little or no English since settling in Australia;

  (b) have lost the English gained in initial courses of short duration;

  (c) had acquired English but with ageing have reverted to use of the first language only.

  (d) have acquired "survival English" but of an insufficient level to fulfil professional, academic and/or other more special needs.

  (e) have attained levels of English appropriate to particular economic and social circumstances but require improvements due to changes in these circumstances, such as through occupational displacement and the needs of retraining.

- Adult Aborigines who either speak a traditional language, a creole or a dialect of standard English.

The target population is growing for two main reasons: not all new arrivals are able to be taught English and some immigrants who have acquired English have inadequate English for their needs, have acquired it insufficiently well to maintain it, have reverted to use of a first language other than English due to ageing or other causes, or are employed in industries which are undergoing major restructuring, thereby creating English language demands for retraining and vocational purposes which previously were not apparent.

However, the realistic target population is substantially smaller than the potential target population. Not all non-English speakers (immigrants and Aborigines) require English, some being too old or disabled to learn it. Others do not need to, since their needs are adequately met in communities using languages other than English.

The target population is also immensely varied in its characteristics and these have a direct bearing on the prospects these learners have of learning successfully and on their learning needs. The variables include time of arrival (recent or long-standing residents), previous educational level attained (from little or no formal education with little or no first language literacy to highly educated and literate), first language background (a language variety regarded as unprestigious to multilingualism), cultural background and various psychological (including affective and cognitive), occupational, social and economic circumstances. The review of the Adult Migrant Education Program ("Towards Active Voice", 1985) and the Review of Migrant and Multicultural Programs and Services ("Don't Settle For Less", 1986) have both addressed such questions in detail.

The English learning needs of adult Aborigines, unlike immigrants, are relatively unresearched. Adult Aboriginal English learning needs tend to be addressed on an ad hoc, uncoordinated basis. Resources tend to be spent on teaching literacy, through adult education provisions, where they exist, in communities. English learning programs for Aborigines must adapt to meet the constraints of the particular settings in which they operate and the cultural needs of the speakers.

(ii) ESL for children:

The linguistic and educational objectives of ESL for children are, in general terms, fourfold:

(i) to provide the skills and knowledge in communicative English to be used in interpersonal situations at their year, age, peer and ability levels;

(ii) to develop this initial proficiency to a deeper proficiency of English in abstract or academic language, for example, the depersonalised, passive language of science.

(iii) to impart and/or develop literacy in English;

(iv) to enable students to continue learning whilst they acquire English or to facilitate their rapid recovery of instructional content if this is delayed whilst acquiring English.

These objectives are most likely to be achieved when ESL builds on the conceptual and linguistic skills in the child's first language and when ESL combines intensive language-focused instruction with the use of acquired English in other subject areas. The continuation of general learning which the first language represents and which was undertaken in the first language can, ideally, prevent the learners from falling behind their age peers whilst acquiring English and prior to transferring to learning in English. Content learned in the first language can also be used to enhance comprehension of English used to teach subject matter, thereby enhancing English learning as well. The development of the first language, particularly through bilingual education, can also contribute to bolstering the self-esteem, family cohesion and identity of children.

The relationship between lack of proficiency in English and educational success is a complex one. Many groups of non-English-speaking background attain success in retention levels at senior secondary school disproportionately to their numbers in the general population. This is also true in their access to tertiary education. Many individuals from non-English-speaking background groups which are conspicuously under-represented at the senior school and tertiary levels also attain such success. Problems with English are therefore not a sufficient explanation for educational performance at least as far as participation rates are concerned. For some groups, recency of arrival is also a poor predictor of success or lack of success in schooling. For many individuals and for some whole groups of non-English-speaking background, lack of proficiency in English combines with social class-influenced values about language and schooling which represent major obstacles to the success of these students in school.

Although for recent arrivals without any English the need for ESL is apparent, in many cases the cultural and linguistic values of the home are consonant with the prevailing ones in the school. Consequently, when English is mastered these students tend to perform well. Although there is a reduced consonance between home and school values, some of the major post-war groups of immigrants have for some years experienced conspicuous educational success despite a language mismatch between home and school. Much of the explanation may lie in the distinction between surface skills in English which, when these are absent, clearly requires and invariably attracts ESL, on the one hand, and the absence of skills in English for the more abstract, cognitively demanding tasks of senior schooling. Such skills may often be disguised by "surface proficiency" in English in highly contextualized situations. In addition, the type of language use which tends to be required for many areas of the secondary curriculum, especially in the humanities, arts and social sciences relies on sophisticated cultural understanding, style, nuance, display of verbal skill and other similar oral and written features of English. Some non-English speaking groups are able to impart in the home (in the first language) linguistic knowledge and skills similar to those required in schooling. For other groups, poor parental educational levels result in the absence of these skills in either the first language or in English . Clearly, for such students, ESL focussing on the academic purposes of language use is needed. For other students, especially newly arrived students (particularly those who have interrupted experiences of schooling, are adolescent or preliterate) intensive English is required and easily diagnosed.

A complementary set of types of ESL is required. The intervention by specialists using ESL techniques in intensive teaching, desirably incorporating a broader curriculum than just English (this broader curriculum ought to be imparted where possible in the first language) needs to be expanded and reinforced. There is, at the same time, the need for ESL in the forms of advanced English and specialised English for academic purposes. By adding "language across the curriculum" approaches so that all teachers are assisted to attend to the English language dimensions of their subject area, an overall, integrated and ultimately more effective ESL methodology can evolve in Australian schools.

The Campbell reviews of ESL for children have identified a number of necessary improvements to ESL provisions which combine the requirements of instruction imparted by specialists with the need to ensure that all teachers have some knowledge of English language development and can modify their practice to enhance general learning and English acquisition.

> "The language specialist's task in the secondary school merges with that of the subject specialists. Broadly speaking, all subject teachers need to be much more aware of the linguistic demands their specialisation makes on pupils ..... co-operation and experiment are called for within and between schools."
>
> (Great Britain. Committee of Inquiry into Language and Reading, 1975:291)

This policy advocates that greater coherence between all ESL programs for adults and children be brought about and that ESL ought to be properly seen as part of English language education.

Learning English (Promotion Australia Photograph).

CASE STUDY 2: ENGLISH LANGUAGE ACROSS THE CURRICULUM PROJECT, OXLEY HIGH SCHOOL, BRISBANE

Main aims:

1. To develop an increased awareness of the language demands associated with learning in the high school context.

2. To present a view of languages that provides a framework for describing what languages are used for, within and across subject areas and for the development of materials with a language focus.

3. To emphasise the vital relationship between content and the language that conveys it.

- The English Language Across the Curriculum Project was initially conducted as an action research project at the Oxley High School. In 1986 it had been expanded into four other schools.

- The project team analysed the language demands of 6 subject areas at years 8, 9 and 10.

- The project has involved mainstream teachers and ESL teachers working collaboratively to facilitate the language development of NESB students.

- A major outcome has been the relevance of the approach and strategies for students of English-speaking background, as well as NESB students.

white hats. Their boots are
She is driving
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can see
Black is
オースト

Students learning English in Western Australia. (AIS photograph by Mike Brown).

(c) English As A Foreign Language

English as a Foreign Language (EFL) is distinguished from ESL primarily by the greatly reduced opportunities available to EFL learners to encounter English in their usual place of residence. This reduces the opportunities these learners have to continue acquiring English informally and inductively. These learners usually require English for more restricted sets of purposes and, although they may be immersed in English-speaking contexts for periods of time, these would tend to be infrequent.

There are three main ways in which EFL methodologies are relevant to Australia.

Firstly, for many Aboriginal people, both children and adults, learning English in Australia is the equivalent of acquiring it as a foreign language. Such learners are usually Aborigines leading traditional life-styles in remote areas and using a traditional language to fulfil all their daily needs. English for Aborigines is considered under ESL, however, since this section deals with non-Australians.

Secondly, Australia is well placed to provide EFL assistance in the form of foreign aid to developing countries, especially in the Asian, Pacific and Indian Ocean regions, through radio and on-site courses. The significant demand which exists in developing countries for skills in English for both general national development purposes and also for the utilization of advanced technologies places a responsibility on Australia to extend its expertise in EFL as aid in the region.

Thirdly, Australia has the capacity to become a major specialist regional provider of EFL for fee-paying overseas students. In 1985-1986, it is estimated that 7,818 private overseas students studied English at accredited institutions in Australia. A long-term planned development of Australia's already existing institutional capacity, expertise and reputation to provide a range of targetted and high quality EFL courses, as well as the provision of English medium education generally, are of significant potential economic benefit . Marketing domestic and off-shore EFL courses for fee-paying students requires a range of measures and integrated planning to ensure consistently high quality and reliable instruction in specially-designed courses which meet a range of demands.

The provision of EFL courses for Australia's economic benefit and for foreign aid must develop from the same base. That base requires planned and controlled development of the field in Australia. This development necessitates the provision of high-quality teacher training and research courses in EFL teaching methodology, the methodology of teaching English for Special Purposes, and the development of appropriate curriculum and resource material. This obligation for quality teacher-training programs in the EFL area matches the needs for similar teacher-training courses for ESL, to handle Australia's domestic ESL learning needs. ESL and EFL teacher-training courses and methodology courses in bilingual education can be offered very satisfactorily at the same institutions, to maximise use of common resources and shared knowledge.

Australian teachers enable this and other classes of Chinese technicians and scientists to learn specialised registers of English from native speakers.

Australia's geographical proximity to populous non-English speaking neighbours who require skills in English, or who are attempting in some cases to accommodate English-based schooling inherited from their previous colonial status with the revival of and planned instruction in indigenous languages, produces important policy considerations. Australia's EFL contribution, therefore, assumes a role as a key instrument in the development of collaborative relations and useful assistance to our region of the world. It is in this broader context that this policy addresses the question of EFL.

In a report on the issue, the demand for English training in the region is reported to be "so insatiable" that virtually the entire foreign aid budget which is devoted to training could be devoted to English teachers (Sub-Committee/English Language Training, ADAB Education Advisory Committee, 1983:33).

Other studies of Australia's educational role in the region also have commented that the efforts of Australia are "underdeveloped" (Jackson and Goldring Committees).

Australian EFL assistance, and particularly EFL connected to technological transfer and development can strengthen the scientific and technical infrastructures of the less economically developed countries, thereby enhancing their national development plans. Consequently, EFL assistance will often be associated with other content and a specified purpose for the English instruction. This involves identification of the ultimate practical purpose for the language skill and the concentration of instruction on language related to that purpose, and an instructional focus on the development of relevant communicative skills in the contexts and for the purposes so defined. The other content may be technical knowledge and skills in a potentially vast range of areas, for example, water purification techniques, broadcasting, systems management in education. Clearly, such specializations build on some established general competence, both linguistically and in other skills. Selective course design and syllabus content should follow research on needs and genuinely consultative discussions with the aid recipient. It is in this context that specific training is required for teachers of EFL, to help them develop techniques for exploiting a knowledge context with which they are unfamiliar for language learning purposes, by capitalising on the expertise of the students in the particular subject area.

The experience acquired in the research into needs and the design of course content which specifies ultimate use and the specific language required is also applicable to EFL for fee-paying students. In this regard there is a base level of research, design of syllabuses, training of teachers and the development of institutional capacity which underlies EFL for aid and economics. Australia's capacity, expertise and experience in this field is substantial, although it can be strengthened, particularly in the teacher-training area. This policy advocates and initiates an acceleration of this and its planned development. It is also recognized that Australia's language education practice, such as in curriculum and materials development and bilingual education, is also potentially beneficial aid. Importantly, all this evolves from the same base of applied English in educational contexts where standard English is not the main language of the learners.

(d) Teacher education

In recent years, many reports, investigations and conferences have addressed the question of teacher education for multilingual classrooms. These have spanned a range of issues. This section summarises the main issues raised, and provides direction through the languages policy for addressing them.

The need for cross-cultural sensitisation and intercultural communication skills as part of general course structures in higher education institutions has been addressed from various perspectives (the Review of Migrant and Multicultural Programs, 1986; the National Population Council, 1985; NSW Higher Education Board (policy statement on higher education in a multicultural society); and the Ethnic Aged Working Party). Tertiary institutions have been encouraged to: review programs, courses and teaching practices; identify necessary changes to existing curricula and teaching methods to account better for the multicultural nature of Australia; and develop intercultural understanding and communication skills.

Several recent reports and conferences have highlighted inadequacies in teacher-training courses concerning English as a second language, community languages and languages across the curriculum (Coulter and Ingvarson, 1985; and a Commonwealth Schools Commission-sponsored conference on ESL in Mainstream Education: Access and Equity (in press)). Some of these reports relate specifically to the needs of mainstream teachers for obligatory training in English language skills (Senate Committee, 1984, Department of Education, 1984). Some relate specifically to the increased level of language skills and awareness required by specialist teachers of English to speakers of other languages (TESOL)(Department of Education, 1984; Campbell, 1985).

The specialist needs of community language and bilingual program language teachers were also raised in some reports (Senate Committee, 1984; Wagner, 1985).

The implications of these needs for a changed and enhanced focus on language awareness and language skills have implications also for teacher educators (Senate Committee, 1984, Department of Education, 1984). This was a major theme at the 1986 ESL in Mainstream Education conference.

The lack of appropriate, relevant study opportunities for TESOL teachers and TESOL teacher educators, particularly at post-graduate level and in courses suitable for teachers of adults is another problem in the field (Department of Education, 1984; Campbell, 1985; Watts, 1985; 1986 CSC conference). The need for a key centre for teaching and research into language and ESL in a higher education institution was identified by Campbell (1985) and at the 1986 conference, ESL in Mainstream Education.

The need for provision of bridging courses and ESL support for individuals of non-English-speaking background (to assist them gain recognition of overseas professional qualifications, facilitate access to higher education courses, and provide support for those currently enrolled in higher education) has also been recognised (Campbell, 1985; the Review of Migrant and Multicultural Programs and Services, 1986). The Committee to Review the Commonwealth's Role in TAFE Funding (1986) recognised advantages in encouraging mainstream involvement in and commitment to migrant education by higher education institutions.

The need for the Commonwealth Tertiary Education Commission and State education authorities to develop strategies to accommodate a comprehensive range of community and other language courses in universities and colleges of advanced education was recognised by the Review of Migrant and Multicultural Programs and Services (1986), the Senate Committee (1984) and the South Australian Ethnic Affairs Commission (1986).

(e) Policy/action strategy

(i) English Language and Learning Project (ELLP)

That the Commonwealth Schools Commission portfolio establish an inservice education, professional development and materials development program combining the resources of the Early Literacy Inservice Course and the Basic Learning in Primary Schools Program. This project is to be offered to all teachers of pupils from infants to junior secondary school inclusive.

That prominence be given to dialect and second language aspects of English learning as well as stress on functional development in English.

Although the majority of the targetted teachers for participation in this course ought to be English teachers, specific attention ought to be given to the active recruitment of subject teachers so that a focus is allocated to different curriculum areas over time. For example, for 1988, science and mathematics teachers, including advisory and subject association representatives, ought to be encouraged to participate. This project is to be subject to continuing monitoring and evaluation.

(ii) The establishment of a key centre of applied English language research and teaching. This ought to be canvassed by the Commonwealth Tertiary Education Commission in its forthcoming triennial report and is to follow the issuing of invitations to tertiary institutions for proposals.

The centre is to be expressly concerned with ESL for children and adults as well as other English language development issues. It is probable that a consortium within one city would be required, capitalising on the different strengths in existing institutions.

(iii) The establishment of a standing committee on English and Learning of the Advisory Council on the Australian Languages Policy (ACALP). This standing committee is to comprise:

: two key personnel associated with the ELLP
: the director of the Key Centre of Applied English
: a nominee of the child ESL, and of the adult migrant education program
: a nominee of the Council of Australian Directors-General of Education
: a nominee of the Australian Association of Teachers of English
: a nominee of the Australian Council of TESOL Associations
: a nominee of the National Aboriginal Education Committee
: a nominee of the National Advisory and Coordinating Committee on Multicultural Education
: three co-opted members as determined by the standing committee

A key and urgent role of the standing committee is to develop and disseminate national guidelines on language in teacher education for discussion and ultimately for implementation by teacher education authorities.

The responsibilities and arrangements for the standing committee are specified under section II D below.

(iv) That ESL for children be recognised as an integral part of all English language development.

The New Arrivals component of the Commonwealth English as a Second Language Program ought to be expanded so that eligible students are able to participate for up to 12 months in intensive English. This participation ought to consist of two types of experience: intensive learning of English in language centres and intensive learning of English in schools. The time allocated to each is to be determined at local levels according to the needs of the students. Such students ought to be offered a broad curriculum and this will necessitate some instruction in the mother tongue where this is possible to arrange.

The General Support element ought to be expanded and reconceptualised as a professional development program. Whilst continuing primarily to employ specialist ESL teachers, a significant emphasis is to be placed on the extension of their role as resource personnel, in team teaching, curriculum and materials development work with generalist and other subject teachers. This will require attention to specialist and generalist ESL teacher training, in accordance with the recommendations of the 1984 "National Follow-Up Conference on TESOL Teacher Education". A major focus of this program is to be English for Academic Purposes for senior secondary ESL students and the stimulation of language across the curriculum approaches, as well as the integration of new arrivals, subsequent to their participation in intensive English, into the regular school.

(v) That the Commonwealth Schools Commission finalise the development of the index of needs for funding allocation, evaluation and accountability purposes, as well as for curriculum planning purposes as recommended by Campbell and McMeniman (1985). An express focus of this is to describe attainable objectives for ESL under different conditions and programs.

(vi) That the ESL Program for children develop triennial plans and issue these for discussion and comment in each year of their implementation.

(vii) Adult ESL learning:

a) The development of an index of needs for funding allocation, evaluation, accountability and curriculum planning purposes is required for adult ESL learners, both immigrant and Aboriginal.

b) This policy strongly endorses the implementation of the recommendations of the review of the Adult Migrant Education Program (Campbell, 1985)

c) There is a need for greater coordination of all programs for adult ESL learners at the Commonwealth level.

d) There is a need to integrate adult ESL learning with the range of pre-vocational, vocational and recreational course offerings of the TAFE sector and the course offerings of other adult education providers.

The ACALP is to convene a temporary TESL Coordinating Committee whose purpose it will be to bring together at a national level ESL providers both for children and adults so that maximum information exchange and co-ordination of effort and planning can be undertaken.

This is particularly important at the marginal levels of responsibility of the different program, for example, school ESL and the Adult Migrant Education Program; TAFE advanced English and the Adult Migrant Education Program.

(viii) Teacher Education:

In its next triennial report, the Commonwealth Tertiary Education Commission should stimulate teacher training institutions to address the content of language in education programs, ensuring that all pre-service and in-service education and training includes components on language and learning, ESL and bilingualism. The national guidelines on language in education which were mentioned in (3) above are to form a basis for language education expectations in teacher preparation courses.

Funds are to be allocated to stimulate specific initiatives in this area.

(ix) Adult Literacy:

It is proposed that a concerted and well-planned campaign be implemented during 1988 to attempt to improve levels of adult literacy. This is described under II D below.

(x) An independent expert panel should be established to review the accredited schools for EFL in Australia and Australian offshore offerings in EFL, and to supplement present peer review available to accrediting authorities. The panel is to operate to maintain standards in EFL by advising relevant Commonwealth Departments.

Australia should assist English language development in the region in the ways which it is presently doing, but needs to increase targeted aid, such as the provision of aid to provincial advisers/consultants who assist teachers in the region, by providing programs which link them with their peers in Australia.

II.B.2 ABORIGINAL AND TORRES STRAIT ISLANDER LANGUAGES*

(a) Introduction: the role of policy

It is a major objective of this policy to stimulate, co-ordinate and initiate significant long and short-term activity to assist in the preservation, continued use and appreciation of and salvage work on Aboriginal languages.

It is important at the outset to define the role of governmental public policy and action on Aboriginal language issues. In addition to previous sections which have dealt with such questions as status, the role of policy is to determine realistic priorities for intervention and to encourage the growth of Aboriginal pride in and management of resources and programs in Aboriginal languages. By asserting that the wider Australian community ought to be made aware of Aboriginal language issues and that a positive appreciation of Aboriginal languages should be fostered, the policy addresses the development of Aboriginal language awareness programs for all Australian students as an integral part of Aboriginal Studies programs and general language awareness programs.

Three important premises underly this section:

- Aboriginal people need to be consulted and integrally involved in all policy and decision-making which affects them. Apart from the fact that this is morally justified, it is most unlikely that practical and appropriate measures can be taken without such consultation and participatory decision-making.

- Aboriginal language issues are a national question of importance to all relevant public authorities. Despite being extinct in some states and territories and regularly used in others, there are dimensions to the question of the public support for Aboriginal languages which affect the whole nation. At the very least, national endorsement of the support for Aboriginal languages is of symbolic importance. Practical and concerted action is likewise a national responsibility as Australia approaches the bicentenary of its European colonization. This colonization produced the drastic social changes that have meant actual or imminent extinction for the majority of Australia's indigenous languages.

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* "Aboriginal" is used in this document as an abbreviation to refer to both Aboriginal and Torres Strait Islander languages.

Arrernte teacher corrects the pronunciation of a student in an Arrernte class, Alice Springs.

Pitjantjatjara students of interpreting discuss specialist terminology with an architect at a building site in an Aboriginal town camp, Alice Springs.

- There is a need to establish clear priorities for public policy development and action and this ought to be those Aboriginal languages which are currently actively in use. The recording of languages on the verge of extinction and the salvage of extinct languages is strongly supported. Tertiary institutions are encouraged to direct research resources in this direction. This languages policy, however, addresses the issues of the educational and social role of relatively secure languages as a higher priority for government. This approach follows from the focus on education in this section of the policy. It needs to be stressed, that as far as maintenance of languages is concerned, the only realistic role for schools is in supporting and assisting the efforts and desires of the community of speakers.

There are three groups to whom the policy outlined here is addressed: traditional Aborigines, urban Aborigines and the non-Aboriginal community generally.

Aborigines live in a wide range of socio-cultural contexts. These, in turn, have implications for language policy questions. For the present purposes, two main groups can be identified: those whose background, living patterns and language situation are primarily traditional or traditionally oriented; and those for whom these characteristics are primarily urban.

This is, of course, only a convenient way of labelling a reality which is more diversified and complex, involving many factors and levels of traditional-urban life.

Traditionally oriented Aborigines can be characterized linguistically by their use of an Aboriginal language rather than English in their homes and family situations. A large number of people in this category regularly speak two or more languages, and some may use a creole language which is derived from English and an Aboriginal language, or, in the case of the Torres Strait Island, a Creole which has evolved from a Pacific Island Pidgin. Among some younger Aborigines, Kriol and Torres Strait Creole are asserted as markers of Aboriginality since they no longer use a traditional language.

Urban Aborigines are linguistically distinct in that they regularly speak a variety of English in their home and family situations. This may range from Standard Australian English to a dialectal form of English. Typically this is referred to as Aboriginal English.

Although the language needs of these two groups are different, there are common areas as well.

The non-Aboriginal community refers to both the wider Australian community and rest of the world. The questions which concern the cultural and social-economic position of Australia's indigenous peoples are of interest to many non-Australians as well as to the non-Aboriginal Australian community.

(b) The language needs of speakers of Aboriginal languages

The continued active use of Aboriginal languages is inextricably bound up with the prospects for the survival of Aboriginal culture and identity.

The continued use of the traditional language, where the speakers desire that it be retained and used by children, is one of several issues related to language maintenance. Since schooling is compulsory, and contact with the wider community probably inevitable, the issues of bilingualism and bilingual/bicultural education for speakers of these languages arise.

In addition, it is of wider symbolic and practical importance to Aborigines who do not speak a traditional language, and to non-Aborigines, to support these languages, as sources of knowledge about the primarily orally-transmitted cultural values and world view of Aboriginal society.

The issues of the wider learning of Aboriginal languages and of learning about them as part of Aboriginal Studies courses derive from this latter consideration. Policies and educational programs which actively operate to protect the continued use of living Aboriginal languages necessarily imply at least three other measures:

- The continued use and expansion of professional translating and interpreting services for Aboriginal people.
- Bilingual and bicultural education programs.
- Appropriate classes in English and literacy for adults.

(i) Translating and interpreting services

To enable non-English-speaking Aboriginal people to function effectively in their dealings with the wider community and ensure their access to information and services normally delivered only in English, the continued use and expansion of professional translating and interpreting services are required.

The delivery of such services ought to accommodate important cultural and sociological factors, for instance communication patterns which preclude normal discourse between certain taboo groups of relatives and the limited usefulness of telephone-based interpreting services in remote areas. Other matters relating to interpreting and translating between English and Aboriginal languages are addressed under section IIC below.

(ii) Bilingual and bicultural education programs

Many program types can be labelled "bilingual" and these may be distinguished in various ways. The particular programs which are implemented in any situation need to be modified to adapt them to the wishes of the Aboriginal community.

It cannot be said that all Aboriginal communities regard their language in the same way. Nor do they necessarily see the role of the school in the same way. In general terms, however, bilingual education ought to aim to extend the children's knowledge of their first language, to maintain and develop their proficiency in this language, and to inculcate positive values towards their language and culture. As far as English is concerned, these programs ought to provide a sound basis in the first language for the acquisition of English and the development of the highest standards of literate and spoken Standard Australian English. Such programs can be referred to as maintenance programs and are, in general, preferable to programs designated as transitional. Ideally in maintenance programs, the first language is used exclusively in the initial years of schooling as the medium of instruction, with English gradually being introduced as a language of instruction. In such programs the first language would be maintained throughout schooling, allocated an important status in and treated as a serious part of the children's education.

"Transitional programs" describe programs in which the first language is discarded after a relatively brief period of use as the language of instruction. Sometimes in such programs literacy is imparted initially and only in English.

The bicultural dimensions of bilingual programs ought to be seen as encompassing the whole ethos of the school's operations as well as significant content areas in the children's learning. In addition, the preferred and traditionally valued ways of learning in Aboriginal society ought to be recognized and employed in such programs.

The educational grounds for bilingual programs can be summarized in the following ways.

- Effectiveness in education can be greatly enhanced when it takes place in the language most familiar to the learners and when it begins from cultural values and contexts understood by the learners.

CASE STUDY 3: YIPIRINYA SCHOOL, NORTHERN TERRITORY

> Yipirinya is the true school of Alice Springs. It goes back to the beginning of the Caterpillar (Yeperenye) which travelled the Alice Springs country in the dreamtime. The white schools are new. They don't go back to the beginning.
>
> (Basil Stevens, traditional owner of Alice Springs).

Yipirinya School is an Aboriginal Community School controlled by an autonomous Aboriginal Council. Yipirinya provides de-centralised education to the children in the many town camps of Alice Springs. The school was established originally in 1978 because the Aboriginal people were concerned that their children were dropping out of conventional schools in Alice Springs, and had no alternative education. Community involvement is the basis of Yipirinya School.

> The children must learn to read and write Aboriginal way - white man's way. We tell the teachers they must teach two ways.
>
> (Eli Rubuntja, Co-founder and past President of the Yipirinya Council)

> At Yipirinya the people come to each other. We teachers, as well as the children, learn from the old people who know our tribal ways best. The old people learn to respect the younger adults, who know European ways best. The children learn from both.
>
> (Rosie Ferber: Vice - President, Yipirinya Council)

This photo shows Eli Rubuntja describing the significance of a sacred site, west of Palm Valley in Central Australia, to a group of Western Arrernte children. Sylvester Renkeraka, a Western Arrernte teacher, is recording this on video for use in the classroom back in Alice Springs.

Yipirinya school has contributed the following description of its program and philosophy:

> "Yipirinya's language policy is a direct result of its aims of offering a bi-lingual/bi-cultural program. The school has adopted a parallel maintenance model of bilingual and bicultural education. Several features of this model are important to note:
>
> 1) there is equal input concurrently from both the Aboriginal language and culture and Western language and culture.
>
> 2) the principle stated in (1) has implications for the organization of the school timetable and the establishment of language domains. Vernacular literacy, mathematics in the vernacular and Aboriginal perceptions of what, in Western terms, are called 'Science' and 'Social and Cultural Education' are taught by Aboriginal teachers in the camps' schools each morning. Western equivalents of these subjects are taught in English in the centralized class-room by European teachers in the afternoon.
>
> 3) in a parallel maintenance model, teaching and learning begin with the 'known' and use the knowledge which children bring to school as the basis for introducing information about the 'unknown'.
>
> The languages used within the Yipirinya School community are Arrernte (Central and Western dialects) and Luritja.
>
> The use of Aboriginal teachers provides the most consistent community involvement in the school program. These teachers are chosen by their community as people they trust to teach the children, and are usually closely related to the particular group they teach. Following the school's guiding principle of Aboriginal self-determination, it is appropriate that as much teaching as possible be done by members of the Aboriginal community. They are the ones who must decide day by day how best to interpret white education and culture to their children. The model of lesson preparation and teacher training that Yipirinya has developed assists this process. Aboriginal people are involved in drawing up the curriculum, in selecting and grading suitable items from Arrernte culture and from Anglo-Australian culture. Aboriginal literacy workers and teachers then prepare the lessons and books. This model means there is none of the socially disastrous gap between adults and school-children that often exists in Aboriginal communities. The adults are themselves preparing and teaching the material to their children."

- The psychological benefits of an education which values the learner's existing knowledge (both linguistic and cultural) can contribute significantly to heightened self-esteem and confidence and, thereby, to learning generally and to motivation to learn.

- A second language is most effectively acquired when the learner's cognitive and linguistic skills in their first language have developed sufficiently to form a sound basis of existing knowledge (unless learners develop simultaneous bilingualism from a very young age). For Aboriginal children who are fluent in an Aboriginal language, it is potentially of significant benefit to develop these skills and to impart literacy initially in the first language. Maintenance bilingual programs are more likely than transitional ones to produce this "threshold" level of competence in the first language.

- Traditional learning favours particular ways of imparting knowledge, and values particular stocks of knowledge. Aboriginal children ought to receive an education and knowledge of their kin-group community and of the wider community.

The use of a traditional language to impart knowledge which is not historically part of the discourse conducted in such languages raises problems of a linguistic and sociological nature. Family relationships can be affected when children have their knowledge of a language extended beyond what some parents are able to discuss in the language, and linguistically careful and systematic work is required to utilise the internal resources of the language concerned to extend its capacity to deal with new concepts and skills.

Bilingual programs are, therefore, costly since they require resources for technical and sensitive work. The Australian experience, particularly in the Northern Territory where bilingual programs have been implemented since the early 1970's shows these programs to be more effective educationally than other options. The resources required can be summarised as follows:

- a teacher-linguist for each community;
- a trained Aboriginal teacher for each class
  and
- an adequately-resourced literacy production unit, preferably for each community. Materials can, in some cases, be exchanged between programs in the one language and even translated and adapted to other languages. However, since each language has such a rich store of authentic and original stories such measures need be rare.

For those languages which are not yet used in bilingual education programs or where linguistic description is inadequate, it is justified to include the employment of a linguist for each language in the configuration of resources. Clearly such a configuration of resources is an idealised one since there are serious deficiencies at present. The immediate priority consideration should be concerted action to achieve a greater number of trained bilingual Aboriginal teachers.

In order to satisfy the Aboriginal personnel requirements for bilingual education programs, an intensive program to train sufficient numbers of Aboriginal teachers to provide one per class in all Aboriginal schools should be implemented over the next five years. A similar strategy should be implemented for Aboriginal linguists through the School of Australian Linguistics.

The Northern Territory (NT) is well placed to be the focus for the growth of these initiatives and consequently a proposal is made for the expansion of the existing programs of the Batchelor College to provide, nationally, the required courses.

These programs need to respect authority roles and figures as well as other cultural factors in the community and to be designed and implemented in the closest consultation with the community. In addition, serious long-term evaluation of these programs to ascertain their effectiveness and outcomes of various models of bilingual education compared to realistic alternatives is required. These evaluations need to assess a wide range of outcomes and processes, including the maintenance of skills in the first language, the acquisition of English, literacy in both languages, and general cognitive growth, as well as relevant affective, attitudinal and cultural factors.

It is inadequate to assess bilingual programs primarily on criteria related to English language development and certainly inadequate to test children only in English in evaluating the success of bilingual programs.

In general, past and existing programs have been transitional rather than maintenance programs. Given the great difficulties which face planners and educators (remoteness, complex and technical linguistic work, the needs for professional development and materials development), the retention over a long period of these programs is laudable.

Aboriginal children are without question the most seriously disadvantaged group in Australian education on virtually every available indicator. This policy seeks to establish mechanisms for national support of the cultural and linguistic dimensions which are necessarily involved in schooling for Aboriginal children, and which are so crucial to their prospects for attaining an appropriate and successful education.

To be successful, innovative educational programs require adequate resourcing and continuous, long-term planning and commitment.

The Northern Territory Bilingual Accreditation Program

> "There are currently 16 Aboriginal schools operating bilingual programs in the Northern Territory. Since 1980, when the process of accrediting bilingual schools began, programs have been evaluated with reference to the eight official aims of bilingual education which were approved on 17 November 1982 by Mr Jim Robertson, former Northern Territory Minister for Education."

These are as follows:

Aim 1 To develop competency in English (reading and writing) and in mathematics to the level required on leaving school to function without disadvantage in the wider Australian community.

Aim 2 To foster proficiency in school work through the use of the Aboriginal language where appropriate.

Aim 3 To develop a more positive self concept in each child through systematic use of the Aboriginal language as well as English as a medium of instruction, and the incorporation of studies of other aspects of traditional Aboriginal knowledge.

Aim 4 To develop sufficient skills in oral English so that by Year 5 English becomes the major language of instruction and of literacy, with the vernacular maintained for continued literacy development and for the teaching of both traditional and modern knowledge where appropriate.

Aim 5 To promote the development of teaching skills, teaching responsibility and formal educational leadership in Aboriginal staff.

Aim 6 To develop competency in reading and writing in the Aboriginal language.

Aim 7 To develop closer communication, involvement and mutual understanding between the school and the community it serves and to promote in children and their parents a positive attitude towards education and school attendance.

Aim 8 To develop a better understanding of both cultures - that of the Aboriginal people themselves (and not a particular community) and of the non-Aboriginal society.

The accreditation scheme is designed to raise academic standards by measuring the success or otherwise with which these aims are being fulfilled. As such, the scheme specifically enables schools to confirm that they have established successful bilingual programs, and to thereupon become entitled to a permanent allocation of the extra specialised staff required.

Three schools have been fully accredited to date: St Therese's, Yirrkala Community school and Shepherdson College.

> In this way, full accreditation will result in some positive and visible resource benefits and, as a matter of policy, successful bilingual schools will be strengthened to enable them to serve as "lighthouse" schools.
>
> (NT Department of Education)

These extracts from a Northern Territory Department of Education statement indicate the ways in which the bilingual programs there - the majority of all those in Australia - operate, and the plans of the NT authorities.

(iii) Classes in English and literacy

Appropriate classes in English and literacy ought to be widely available for Aboriginal adults.

The fact that English is effectively a foreign language in remote Aboriginal communities has significant implications for the design and delivery of English courses for adults. The physical and cultural distance from contexts in which English is encountered implies that the methodologies used in instruction ought to be modelled, at least partly, on English as a foreign language methodologies. This involves recognition of the reduced encounters which the learner has or is likely to have with English and the consequent reduction of opportunities to learn the language informally from the surrounding environment or to practise and thereby maintain what is learned formally during class instruction. The expansion of these programs is complementary to the development of professional interpreting and translating services.

(c) The language needs of urban Aborigines unfamiliar with a traditional language.

Urban Aborigines have some distinct but related language problems and needs. Aboriginal speech patterns in English often differ markedly from Standard Australian English. Aboriginal English is, like all dialectal forms of any language, a fully-developed and effective medium of communication which has evolved to meet the particular needs and circumstances of its speakers. Many urban Aborigines do not, of course, use speech patterns which are different from Standard Australian English patterns.

Speakers of dialectal forms of English need to acquire mastery over the more formal varieties of Australian English to enable them to function effectively throughout Australian society and to gain full access to educational and social opportunities.

Teacher education and professional development to enhance their effectiveness and to promote awareness and skills in this area were addressed under section B.1 above.

Many urban Aborigines wish to become familiar with a traditional language. It is highly desirable that opportunities be made available for the teaching of accredited school courses and adult education programs in some Aboriginal languages and that components concerning Aboriginal languages and their cultural significance be designed and offered as part of Aboriginal studies courses.

The widespread ignorance of the nature of traditional Aboriginal life in the wider community is a major educational challenge in contemporary Australia.

(d) The need for wider awareness about and learning of Aboriginal languages

Aboriginal languages represent a way for non-Aborigines seeking to increase their knowledge of traditional Aboriginal history and culture to gain insight, understanding and knowledge. Aboriginal languages, through their structure, their sociolinguistic patterns of use, and their rich store of myths and stories, can reveal Aboriginal cultural values in unique ways.

There are compelling reasons, therefore, to advocate that serious opportunities for school-based and adult learning of and about Aboriginal languages be made available to Aborigines and non-Aborigines alike. Ideally, such courses will incorporate language study, cultural information, knowledge of the sociolinguistic patterns of interpersonal communication and other content. These courses need to be designed with extensive input from Aboriginal educators and speakers of Aboriginal languages. They must be accorded status as serious subjects of learning, and accredited and certified in the ways appropriate at the levels such courses are offered.

All Australian students ought to undertake some well-designed and serious programs in Aboriginal studies, including content relating to Aboriginal languages.

The Curriculum Development Council has already produced excellent materials in this regard, for example, "The Aboriginal Australian". It is important that existing material be incorporated in coherent language awareness programs, along with other language questions such as sign language and other languages offered to all students, and publicised and disseminated actively by Commonwealth and State/Territory authorities.

Such learning will undoubtedly enrich the knowledge Australians have of human language and, hopefully, contribute to better informed, more positive attitudes to Aboriginal society and culture.

In order to accommodate the language, learning and other related needs of both urban and traditional Aborigines, all teachers and other professionals working with or for Aboriginal communities ought to undergo orientation courses in Aboriginal studies.

(e) A program of support for Aboriginal languages.

Consistent with the principles of consultation endorsed in this section, it is important to provide a national focus to Aboriginal language questions. Each Commonwealth Government Department and Authority which deals with Aboriginal people in urban and rural settings ought to address language questions in a language policy. Specifically, these may include, for example, language-related employment schemes or health delivery services which strengthen the use and status of the traditional languages.

A program of support for Aboriginal languages is proposed with a more specifically educational focus

(i) This will consist of a three-year National Aboriginal Languages Project (NALP) to be managed within the Commonwealth Education portfolio.

The NALP is to be seen as an educational program with the purposes of providing supplementary funding to initiatives in Aboriginal language education to State/Territory and non-government education authorities or school communities for projects.

The Commonwealth Schools Commission is to be requested to develop the specific guidelines, evaluation and other measures to enable the NALP to become operational efficiently.

The NALP ought to be responsible for the disbursement of the following amounts:

1987-88	$1.0m
1988-89	$2.5m
1989-90	$2.5m

through the Aboriginal Education Unit, whether it is located in the Department of Aboriginal Affairs or the Commonwealth Education portfolio.

(ii) The Advisory Council on an Australian Languages Policy (ACALP) ought to constitute a standing committee to be serviced by the Aboriginal Education Unit. The standing committee is to be responsible for advising on the operation of the NALP, and for the facilitation and integration of developments in the Aboriginal languages area generally.

The composition of the standing committee ought to be devised by the National Aboriginal Education Committee, comprise a majority of Aboriginal people, and be chaired by an Aboriginal person with professional, preferably linguistic, training. The Australian Institute of Aboriginal Studies, the Aboriginal Languages Association, the NT Department of Education, the School of Australian Linguistics and Batchelor College ought to be represented on it. Torres Strait Islander representation is to be provided directly by educational advisory groups of Torres Strait Islanders.

Other functions of the Committee shall be:

* to convene an annual workshop of Aboriginal language speakers, teachers and linguists involved in practical work relating to the recording and maintenance of Aboriginal languages;

* to identify and encourage relevant linguistic and/or educational research of a practical value for bilingual education programs;

* to encourage and assist Aboriginal people concerned with language in the attainment of formal linguistic skills;

* to promote a bilingual or bidialectal approach to language and education programs for all Aboriginal people;

- to advise researchers and funding agencies of research priorities with regard to Aboriginal languages, including salvage and maintenance work;
- to monitor and advise on the provision of language services for Aboriginal clients;
- to represent the interests of all Aboriginal people regarding language issues on the Advisory Council for the Australian Languages Policy.

The Chairperson of the Standing Committee shall be a member of the ACALP.

(iii) The Commonwealth Tertiary Education Commission ought to provide the appropriate funding for the establishment of a key centre of language teaching and research on Aboriginal languages. The base for such a centre ought to be the Batchelor College, Northern Territory, though it may operate a split campus arrangement with the Institute for Aboriginal Development in Alice Springs. The operation of this centre is to be negotiated with appropriate bodies. The centre is to be a national centre. An immediate priority for its work is to accelerate the training of Aboriginal bilingual teachers in remote areas, as well as on campus and to address bilingual education needs generally in its programs.

(iv) As part of the development of a language awareness program for junior secondary school level, the Curriculum Development Council ought to include Aboriginal language issues, including sociolinguistic and cultural questions, in a coherent course, using existing materials. This ought to be promoted widely and energetically among all language teachers and State/Territory government and non-government curriculum authorities.

II.B.3 A LANGUAGE OTHER THAN ENGLISH (LOTE) FOR ALL

(a) General introduction

Almost half of all Australian school students never study a language other than English at any time during their schooling. Fewer than 12% of students matriculate with a language other than English.

Non-English-speaking-background Australian students have very limited opportunities for studying the language of their homes and with which their families identify in regular school programs. The languages of major importance to Australia's geographical and economic relations with its neighbours tend to be relatively poorly represented in overall offerings of second languages. There is little commonality in curriculum design, implementation and assessment of second language programs and consequently conflicting and unclear expectations are communicated to students and their families.

This policy explicitly declares that the study of at least one language in addition to English ought to be an expected part of the educational experience of all Australian students, ideally continuously throughout the years of compulsory education. In addition, the policy advocates strongly that all educational planners embrace this objective and aim for students in every Australian school to be offered soundly-based, continuous and serious programs for learning a second language. In addition, this policy seeks to ensure that languages used in the Australian community and those languages of major importance to Australia feature prominently among the languages offered overall. Finally, the policy addresses planning questions, the various roles of the relevant authorities, and the place of informal learning arrangements, and provides guidance on a wide range of relevant issues.

The practical problems which beset such objectives as those outlined above are substantial. Since it is important to insist that only high quality programs are acceptable educationally and since it is important to recognise that there is substantial scepticism among many people about what it is possible to learn in school language programs, this policy advocates growth which is planned and guided to maximise the achievement of realistic learning goals in sound programs.

(b) Languages used in the Australian community

The teaching of languages used in the Australian community is important both to the communities who speak such languages and to the general community. The immediacy of these languages to their learners, and the presence in the community of the cultures which these languages express and have helped to form are also important. Consequently, ensuring that such "community languages" feature prominently among the languages taught in formal schooling offers the potential for specific objectives to be realized. These are considered under the headings maintenance and new learning although these are, of course, idealizations or paradigms of a more complex reality.

(i) Maintenance

This term refers to situations in which the target group of instruction in the particular language is exclusively or primarily students who speak the language, or a variety, dialect, or non-standard form of the language, or who have passive competence (ie comprehend but do not speak) in the target language. In some cases the term will refer to children whose families identify with the target language of instruction but for whom it is no longer used. Such situations aim to recover knowledge of the language which retains symbolic but not communicative significance for the particular families, even whole communities.

For children who are monolingual speakers of the target language, maintaining the mother tongue offers the following benefits. It needs to be stressed that such benefits are not automatic outcomes of language learning. Rather they are potentially available as benefits from soundly based and well implemented programs in which both languages are valued and accorded status. These benefits are:

- of a linguistic nature: expansion and development of the first language to include its formal registers, improved learning of English, metalinguistic awareness, and potentially high levels of bilingualism;

- of a cognitive nature: potential advantages to intellectual functioning accruing from high levels of proficiency in two languages and from specific knowledge about language, how it works and orders knowledge and experience, and how it represents reality;

- of a skills nature: experience of actually using the target languages in daily situations and the consequent knowledge of socio-cultural conventions which accompany the more strictly linguistic knowledge;

- of a psychological and social-psychological nature : potentially heightened self-confidence and bolstered self-esteem, familial cohesion, cultural identity and potentially positive feelings towards Australia and education in Australia;

- and of a vocational and economic nature: an added practical skill to bring to employment, access to particular vocations requiring languages or the prospect of adding languages to other vocational areas to combine skills, as for example Accounting Arabic, Commercial Chinese and Medical Maltese.

For children whose knowledge of the target language is passive or of a dialect, instruction in the target language will require the activation of their existing knowledge, (using bidialectal teaching techniques) to master standard forms and literacy. In this way, such children can approach the standardized forms of their mother tongue or the standard variety of a language related to their mother tongue. Although additional learning is required of these children rather than the extension or refinement of a known language, this will still occur within the linguistic system they already command at some level.

Italian-speaking children in Brisbane. (AIS photograph by Bob Peisley).

Listening and understanding are usually key initial aspects of any language learning and many such children have these skills. In some communities the varieties of language which are spoken are regarded negatively and are considered inappropriate for use in educational contexts. Thus the relationship between the "home" and "school" language needs to be treated with sensitivity.

As far as the more general educational justifications for such "language maintenance" are concerned, it needs to be recalled that children's initial preschool learning is both conceptual and linguistic, and that these are interrelated. Non-English-speaking children, therefore, have done general language learning prior to starting school. Continuing this learning in the mother tongue can be more efficient than interrupting it to allow children to acquire English first. Continuing this learning can produce a sounder cognitive and linguistic base from which English can then be acquired.

(ii) New learning

This term refers to children learning a language used in the community which is, for all practical purposes, wholly new to them. The term "used in the community" can have two senses. Firstly, it may refer to the school the children attend. Secondly, it may refer to the wider community. Nevertheless, the term can only be sensibly used if the language and culture are accessible to the learners. If the target language is used, or known by other children in their class/school/neighbourhood, it may present rich possibilities for use and practice, even simply for observation, and for acquaintance with some of its cultural and socio-cultural dimensions. Insight into such dimensions is educationally useful in itself but may also be potentially beneficial in sustaining children's interest in such learning, providing contexts and situations for practice and consequently motivating children to consider the language worthwhile. Some improved learning of the language would be likely from these situations.

There are powerful arguments for including languages other than English which are used in Australia among the non-English languages offered to all Australian children. These arguments relate to the enhancement of the educational potential of children of non-English-speaking background and the prospects for successful learning of a second language by English-speaking children, combined with heightened awareness and insight into language as a system and its social use. Such learning on its own is unlikely to lead to more positive appreciation, tolerance and acceptance of other cultures. Nevertheless, it is difficult to see how such objectives could be achieved without any language learning. These social and attitudinal goals are important in enhancing intercultural understanding in Australia. Teaching languages used in the Australian community therefore has a role to play in achieving these social objectives.

Since many of Australia's "community languages" are also languages of major international and economic significance, there are clear national benefits to be derived from their promotion, particularly since it is likely that children who speak these languages natively are, on average, more likely to reach higher levels of proficiency than children who learn these languages as second languages. Those Australian LOTE which are not languages of major international and economic usage are justified for inclusion in formal school curricula both as maintenance and new learning for educational, cultural and intercultural reasons.

It is, nevertheless, desirable to identify languages most appropriate for wider teaching. This group of languages includes languages of importance to Australia for external and national reasons, although some of these languages overlap with languages widely spoken in Australia as well.

(c) Other languages of importance to Australia

Second-language study has been advocated as intrinsically valuable. Bilingualism, or more realistically, serious opportunities to gain competence in two languages, has been explicitly advocated as educationally, culturally and intellectually enriching. These justifications hold true for all languages. In this section, however, a specific group of languages is identified for other reasons as well. In addition to the justifications for learning any language, a category of languages for wider teaching is proposed. This is composed according to several principles which have been referred to in other sections of this policy, namely:

- that language teaching/learning efforts are to be harmonized with Australia's economic, national and external policy goals;
- that language teaching and learning efforts are to enhance Australia's place in Asia and the Pacific and its capacity to play its role as a full and active member of world forums.
- that, for planning purposes, resource allocation efforts and the establishment of achievable long-term goals, choices must be made on language issues.

Not all of the languages of wider teaching would be justified because of their significance to Australia for external or economic considertions. Some are included primarily for their importance as major community languages in Australia.

(i) Languages of wider teaching

The following languages are therefore advocated as languages of wider teaching. Since so few Australian students take a second language presently and so few schools teach LOTEs, it is possible to reconcile this goal with otherwise apparently divergent goals. (See section on language choice below).

Not all the languages contained in this category warrant the same attention. This is due to the fact that some of these languages are presently relatively well supported, while others are relatively poorly supported.

These languages are Mandarin Chinese, Indonesian/Malay, Japanese, French, German, Italian, Modern Greek, Arabic and Spanish. These combine Australia's external needs and domestic needs in a realistic way. The languages which particularly require promotion from this group, due to presently inadequate resource levels are: Chinese; Japanese; Indonesian/Malay; Arabic and Spanish, although Italian and Modern Greek warrant some additional attention. In a subsequent period, French and German require bolstering as well.

The term "languages of wider teaching" is a broad designation. It can be taken to mean that at a national level these languages warrant promotion over and above specific support for other languages since it is expected that more students will take these than other languages and relatively more schools will teach these languages than other languages. This category of languages will also permit concentration of resources, upgrading of the quality, and constant improvement to programs. An additional aspect of these languages is that they will be expected to be offered continuously and will be expected to be taken to matriculation level with continuity into tertiary study being highly desirable. It needs to be stressed that it is not the intention of this categorization to imply or lead to a devaluation of other languages, or of any language study, nor to vocationalize language education excessively. Rather, this categorization is to be interpreted as the addition of a specific focus to the other already-advocated goals which may now be summarised as follows:

- that, ideally, all Australian students are offered a language in addition to English in regular schooling programs;
- that wherever possible schools and education authorities ensure that, among the languages taught in schools, languages widely used in the school community are taught, particularly on a locality basis;
- that wherever possible schools and education authorities provide serious, well-designed and well-implemented programs for some teaching in the mother tongue for non-English-speaking children;
- that schools, regardless of the particular languages they teach, give status to the idea, usefulness and phenomenon of bilingualism generally;
- that all language programs provide culturally authentic, intellectually demanding, practical and worthwhile language programs which are seen to be a part of the curriculum common to all Australian students;
- that schools provide education about languages as well as language teaching;
- that Aboriginal languages are treated with respect and accuracy as unique, and complex and indigenous languages of Australia;

- that specific efforts are made to enhance and support Aboriginal languages;

- that ethnic community languages are provided recognition and support and that ethnic schooling arrangements are bolstered and supported. The support arrangements for ethnic schools are to emphasize:

  - enhanced language teaching, and public support restricted as far as possible only to language and cultural matters

  - co-operation between the student's day and after-hours schooling arrangements.

- that a category of languages of wider teaching supplement these arrangements and form a guide for planning general languages education provisions.

- that national guidelines for assessment, curriculum design and renewal be developed and disseminated in such a way that common expectations about the content and processes of second language education may be held; that learners are rewarded and encouraged, regardless of their language background; that employers, parents, government and the public generally may be informed about achievement and effort. These guidelines are not, however, to stifle initiative, innovation or experimentation or the adaptation of language curricula to suit particular, localized student background composition or diversification of program objectives.

(d) Making it happen

Australia is faced with serious constraints which militate against national planning for LOTE teaching. Many of these are unprecedentedly complex. In this section, an attempt is made to extract, from the great range of elements and administrative and financial arrangements, an ordered and principled way of characterizing these problems and of deducing from them ways of meeting the policy objectives. These are meant both as a guide to educators at all levels, to be adapted and applied in ways which suit local conditions, and also as the "framework of considerations" for the proposed actions. These considerations are meant to induce a sense of realism about what is possible, but can equally be seen as the essential information on which to base a plan for realizing what is desirable. There can be some optimism about these matters since State/Territory Governments are committed to addressing these questions and many have taken steps to redress the problems which beset LOTE teaching.

(e) Factors which influence and constrain planning for LOTE teaching

Viewed from the school level, the primary questions involved in languages teaching are the level of demand from students and their families. This, of course, is a function to a large degree of its perceived level of utility, the educational needs and language backgrounds of the children and the degree of resourcing and support which education authorities are able to provide. Schools want to know that programs will be continuous, soundly based and well supported. They wish to avoid or minimise disruptions.

The next sub-section deals with the linguistic nature of the student population as a factor in planning.

(i) The language needs of children

Australian students bring a wide range of languages and language varieties to school. These are accompanied by attitudes to language which are, usually, a composite of values and attitudes towards language in general and particular language varieties which they have learned from family and peers and which they have formed themselves. In addition, these attitudes may sometimes involve the internalisation by speakers of a particular language or language variety of the opinions and attitudes of others, usually socially prestigious groups, towards their language variety. The language backgrounds can, for sake of convenience, be divided into:

- Children solely or primarily of English-speaking background.
- Children solely or primarily of non-English speaking background.

This dichotomy is useful but it needs to be kept in mind that it merely represents an arbitrary, though convenient, division. In reality, many points exist along a vast continuum from highly literate and fluent monolingual English speakers to highly literate and fluent polyglot non-English speakers.

Many students speak mixed forms of different languages, since the reality of their lives is linguistically mixed. Others have proficiency which varies according to different situations or aspects of different languages.

Children who are primarily or solely of English-speaking background form the majority of Australian school children. At present the great majority do not gain even minimal levels of proficiency in a second language. A large minority never study a second language formally at school and only a small minority of those who complete 12 years of schooling matriculate taking a second language. Many of these students grow up and live in communities which are multilingual and in which, daily, languages other than English are used to transact goods and services, to conduct family affairs, to relate to other people, and to communicate ideas and feelings. These children are growing up in a world where few education systems neglect second language education and where it is increasingly expected that travellers, international business people and ordinary citizens will include among their skills and knowledge of the world a language with which to communicate to other people. These children speak, learn in and use the dominant language of Australia. For them, acquiring proficiency in a second language does not assume the immediate importance which learning English does for children of non-English-speaking background. But language education is very important for children of English-speaking background too. Their society is multilingual and the world is multilingual. Australian children of English language background can have a language choice which is wide, embracing potentially any non-English language. The choice, program type and key specifications for successful second-language learning are described below.

Children whose linguistic background is primarily or solely not English form about 20% of the total school population. This, of course, is an average since there is great diversity across Australia. In some areas Aboriginal non-English-speaking children are the great majority of the total school enrolment. In other areas, there are situations in which very few non-English-speaking background children are enrolled, and still others with significant numbers of people from many different backgrounds. In some areas there are high concentrations of one or a few groupings.

The linguistic backgrounds of Australian children are spread along a vast continuum of possibilities on which /standard - non-standard - dialect/; /literacy - illiteracy/; /mixed - unmixed/; /positively valued - negatively viewed/; /in the process of replacement by English - relatively secure/ are among the key ranges of variables. At the national policy level it is necessary to declare that the specific linguistic backgrounds and situations (ie sociolinguistic and educational, length of residence, vitality of the language) require detailed assessment at local levels to permit properly informed decision-making.

From the national perspective, more abstracted statements are both inevitable and necessary.

In general terms, then, children's linguistic backgrounds form one of the major factors which will influence the choice of languages to teach, the appropriate methodological approaches to take, and the particular approaches to English teaching to be taken. Within the broad school group, several key factors emerge:

- the ages of the children who speak a LOTE;
- their level of education/learning attained in the LOTE;
- their knowledge of English;
- the cultural dimensions of their language background, including the level of desire for the retention of the language which the family and the community have, and attitudes towards and relations of the home language and the standard form which would be taught.
- the organizational and resource feasibility of offering the language spoken in its standard form in soundly based programs.

Although the educational and linguistic needs of children are diverse, there are persuasive and powerful arguments to adduce a priority for children of non-English speaking background in language programs, particularly at the primary school level. Essentially four propositions are relevant:

- Firstly, for some children of non-English-speaking background, particularly those whose education has been interrupted (for example, refugee children) or those who are recent arrivals of a particular age (adolescents, older students) or those from cultural backgrounds which sharply conflict with that of the schools (tribal Aboriginal children), their general educational prospects for successful learning and their acquisition of English are dependent to some extent on the continuation of their learning in strongest language and their building on the conceptual basis already gained in the strongest language as a cognitive and linguistic basis from which to acquire English. Hence, some continued learning in the mother tongue and its development have aspects of equal educational opportunity which transcend the general value of second language learning for them.

- Secondly, for many NESB children, the capacity to attain the high levels of proficiency in their two languages from which prospects of general cognitive, intellectual and linguistic benefits may often be anticipated, is potentially greater than for other children. This follows from the obvious fact that such children acquire the dominant national language, English, as their second language, a language in which, both deliberately at school and incidentally in the society generally, they will be immersed to a much greater degree than will children learning a LOTE as their second language. This greater potential to reach high levels of bilingualism has direct benefits to these children's education and self-esteem. In addition and indirectly, it also contributes benefits to the society, by enriching its linguistic resources.

- Thirdly, learning in the mother tongue from the beginning of school for infants allows for greater time exposure to the language than most second language learners are likely to enjoy. In this regard, such children can combine the more "naturalistic" learning of languages with the more deliberate learning about language, gaining a fuller knowledge of their languages and of language itself.

- Fourthly, since learning a language is both skillful and creative, such children are likely to be able to learn additional languages better, all other things being equal, than monolinguals or poor bilinguals. Their initial bilingualism can serve as an apprenticeship, advantaging them in their language learning. If their first language is a language of major external importance to this country, advantages will accrue to the children, the Australian community and the nation. If they maintain a language not of significant international or regional demand, there remain the domestic, cultural benefits of bilingualism, individual benefits, and their enhanced capacity to acquire additional languages.

(ii) The structures and processes of decision making, curriculum planning and implementation in Australia

Educational authorities, both government and non-government, vary greatly in the aspects of decision making about curriculum within which language education ought to fit. The formal education system contains various degrees of prescriptiveness at central levels, with some systems being organized at a highly decentralized school level. The degree of autonomy accorded to schools varies substantially. However, even in those systems which are organized to maximize the decision-making authority at the school level, usually requiring participatory processes of consultation and negotiation between teachers, parents, and on occasion students and others, the central or regional authorities reserve either the responsibility for the provision of guidelines (which in themselves may vary from being statements of public expectations to mandated requirements) and/or the allocation of resources. The formal education systems, both government and non-government, therefore, encompass a wide range of organizational and administrative models. Nevertheless, despite the encouragement which generally exists for autonomous decisions about curriculum at the local level, all authorities seem committed to the notion that all students, at least in the compulsory years, are offered planned educational experiences which cover broadly common content and process areas. There is no instance in which languages are a mandated curriculum requirement. Rather, language education can be characterized as falling into one of several possible perceptions:

: a useful addition to curriculum in cases where a local demand can be demonstrated (usually at high school level),

: a desirable aspect of the curriculum if and when appropriate resources can be identified and allocated to them,

: a belief that the junior secondary school level is the most appropriate time for language learning, given the present availability of resources, and that, subsequently, provisions depend on student request in sufficient numbers,

: a reluctance or inability to add supernumerary staffing formulae and discretionary resources to programs if continuity cannot be guaranteed.

CASE STUDY 4 : LANGUAGES IN SCHOOLS - ST JOSEPH'S PRIMARY SCHOOL, NEWTOWN, NSW

St Joseph's Primary School, Newtown is a small inner-city Catholic School.

30% of the school population was born overseas,
80% of the school population is of non-English speaking background;
16% are Vietnamese;
15% are Greek;
10% are Portuguese;
10% are Chinese.

15 different national backgrounds are represented among the school's student population. The school's beliefs about languages are as follows:

"We believe that it is essential for the cognitive development of our children:-

1) to provide as much of our teaching as possible in the child's first language.
2) to encourage children to maintain their first language."

The school's program includes the following features in relation to languages:

1. When children who speak no English begin their education in the school, the "Starting Out" Program, developed by Mackey College is used. This program uses bilingual tapes in 22 languages to introduce children to survival English.

2. In the Infant Grades there is a Bilingual Maths Program. This program aims to develop the concepts and language of Maths in the child's first language and in English. The program works through the involvement of:
   (a) a Greek speaking member of staff who co-ordinates the program.
   (b) A Vietnamese speaking teacher who is employed with Multicultural Education Program funding.
   (c) Parents who are briefed in the lesson or activity to be undertaken.

   Parents and teachers take small groups of children through new Maths language and concepts in the children's first language.

3. In Primary Grades every child is expected to study a Community Language. Greek, Vietnamese, Spanish, Italian, Portuguese, Chinese and Arabic classes are offered.

   (a) Teachers on staff provide tuition for Greek, Italian, Spanish and Arabic.

(b) A parent provides tuition for Vietnamese.
(c) A teacher funded by the Multicultural Education Program provides tuition for Portuguese.
(d) A student from Sydney University, who is paid from School Funds, provides for the Chinese.

4. Many of the Portuguese, Greek and Vietnamese students attend ethnic schools. The program for these children attempts to supplement tuition given in these schools. The teacher in the Greek school is especially helpful and attempts to align his teaching with what is being taught in the English and Greek classes at the school.

5. What we offer our children is a minimum. If we had more funding we would like to do more. But we do provide a climate which encourages children to see their first language or community language as important. We provide real opportunities for children to use their language in class, on assemblies, at parent meetings. The child's language becomes part of their whole school experience. This is what we believe "mainstreaming" should mean.

CASE STUDY 5 :

BAYSWATER WEST PRIMARY SCHOOL : VICTORIA

For the past 4 years Bayswater West Primary School has been teaching Italian and German to its primary children from Preps right through to grade 6 varying from 2 1/2 to 3 1/2 hours per week. The parents have a choice of one language or the other with no alternative of opting out. The school uses a semi-immersion program where the teachers speak only in Italian or German when children are present. Some children don't know that the teachers can speak English. Last year's testing showed that the Grade 6 children who had been learning for three years had the language proficiency of an average native born Italian or German child of age 5. They have progressed (on average) rapidly since then. They compare most favourably with similar schemes in other schools that the teachers have visited as reports from co-ordinators have shown.

The school also teaches the languages as the functional part of Physical Education and Dance sessions which assist in the following of commands and deciphering of new words which are constantly and carefully being introduced. Encouraging the children to verbalize their responses in their acquired language is probably the hardest part but with the use of role playing, play acting and encouraging of the new language interspersed with English is proving (steadily) to be successful. Several core subjects of the regular curriculum are taught in German and Italian. Computers are used to assist the learning of the languages. The program is combined with a multicultural program as well.

The local high school offers a continuation bilingual program in German and Italian at the junior level.

The informal education system, at least as far as the teaching of languages is concerned, contains many examples of languages-specific and languages-centred provision. Even within educational authorities, some long-standing arrangements exist for providing language education on weekends (for example the Saturday School of Modern Languages in Victoria celebrated its 50th anniversary in 1985) . Ethnic schooling arrangements also exist, occasionally in close collaboration with regular day school authorities, and frequently using the same premises and resources. Although ethnic schooling arrangements have grown dramatically in the last decade they have existed since the middle of the nineteenth century in some form or other. Since they now receive public funding and offer authentic cultural contexts for the teaching of languages, it is appropriate and desirable to consider them in the context of developing a national languages policy. Public libraries, adult education provisions and the mass media are also part of informal learning arrangements and are dealt with in this languages policy.

(iii) Commonwealth, State and Territory governments

Although education authorities are primarily responsible for formal schooling, governments are not synonymous with these authorities. The authorities represent systemic non-government schools and non-systemic non-government schools as well as government schools. In addition, State and Territory governments are concerned in different ways with pre-school education, post-compulsory schooling, adult education, technical and further education and tertiary education. The Commonwealth's role, historically, has gravitated between two sets of relationships: on the one hand, a responsive role in providing resources to the expressed needs of the authorities whilst concentrating on international education and other areas of exclusive responsibility; and, on the other hand, an initiating, leading role, setting directions and priorities, becoming actively involved in specific objectives such as the needs, opportunities and rights of minorities, Aborigines, girls, the poor and the disabled, or in charting new curriculum areas such as Australian studies, the education of gifted and talented children and computer education, or more general initiatives for improvement and betterment in areas such as professional development of all teachers, basic learning in school and participation in schooling. There is no national consensus about the respective roles of the governments, and though few would wish to diminish the autonomy of the States/Territories, even fewer would claim that Australian education ought to be without national priority setting and direction.

Commonwealth/State/Territory cooperation in education is institutionalised in the Australian Education Council which annually brings together all Ministers and Directors-General.

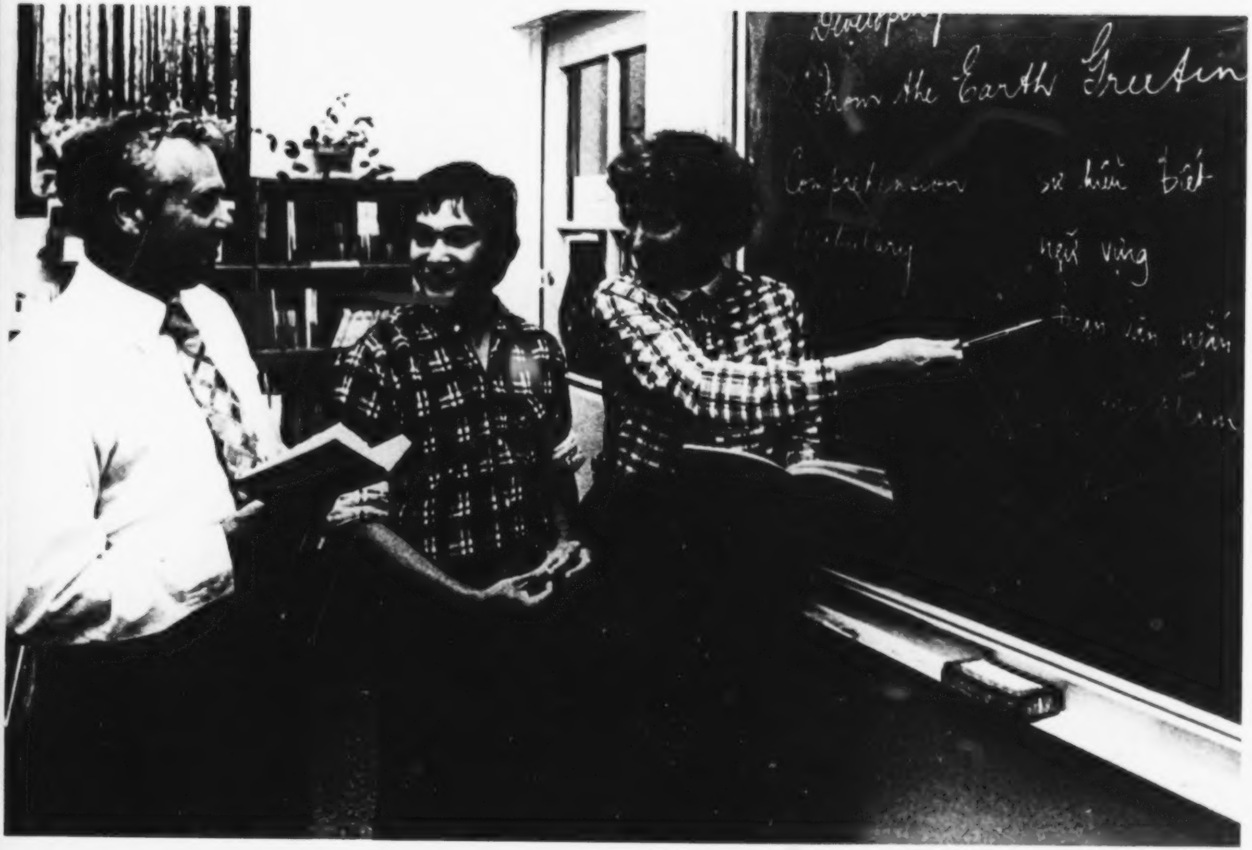
The Australian Education Council ought to take a leadership role in the promotion of the study of languages by expressly endorsing the educational, cultural and intellectual benefits which may accrue to students and the widespread advantages which Australia can derive from having a population more proficient linguistically. This can occur by its endorsement of this policy.

(iv) Teacher education, recruitment and employment

The relationship between funding, policy setting and employing bodies on the one hand and teacher education institutions on the other is one which provides a high degree of autonomy at local levels. The bodies which bring together the institution's interests concentrate predominantly on broad policy setting, funding and co-ordination responsibilities. Although constrained by these factors and requirements, teacher education institutions are largely autonomous bodies. They relate to governments and non-government education authorities in terms of employment recruitment through State/Territory-level commissions and to Commonwealth Commissions in a similar way. These bodies provide the broad framework of operational requirements in terms of numbers of teachers required and also the particular configurations of specialists, generalists which are projected to be required. Clearly, these projections imply decisions about curriculum content. Again, languages do not feature prominently.

Given the historical legacy of structuring second language education as a subject of instruction at the secondary school level, the vital role of teacher education must influence the languages policy if its ultimate goal of at least one language other than English being offered at each school is to be achieved especially at the primary school level. The people who will deliver this teaching need to be trained. While enrolment levels have declined as a result of reduced fertility rates in recent years (although moderate increases are now projected), causing static or declining teacher employment levels, the expectation must be for the foreseeable future that the total teaching force is unlikely to grow in absolute terms, although it will change to accommodate new forms of employment which are required and to substitute for cessations. As far as primary schools are concerned, the direct implications of this are that related but different training activities are required to be enacted simultaneously. These can be seen as activities towards the creation of a primary teaching service which contains a large minority of members with bilingual competence. The Commonwealth Tertiary Education Commission ought to examine the following proposals and commit, as required, earmarked funds for their realization during the 1988-1990 triennium.

- The inclusion within generalist pre-service teacher training of language specializations with pedagogy. Graduates would, ideally, be able to offer the curriculum of primary schools in their two languages, thereby not requiring the appointment of many specialist additional teachers. Such teachers would not be additional to the costs of employment and ideally would be able to incorporate the regular content of the primary curriculum in their language course. This is important in that it can offer naturalistic learning opportunities to children whilst not adding to the total content load of the curriculum, but reinforcing and extending the learning children do in other areas. Primary curricula are well-suited to such integrated teaching and "predictable content" can be a great aid to enhancing second language acquisition by making meaning more apparent.


From the Earth Greetin
Comprehension sự hiểu biết
Vocabulary ngữ vựng

Vietnamese-Australian student teaching his teachers Vietnamese. (Promotion Australia Photograph).

- The active recruitment of students with bilingual competence to primary teacher training courses. All other things being equal, teacher training institutions ought to be encouraged to recruit actively from matriculants those with successful and continuous study of a LOTE. Employing authorities ought to similarly give preference in employment, all other things being equal, to applicants who have completed language specializations within generalist training courses.

- The provision of certified inservice education for existing teachers who require language upgrading or language teaching methodology for a language in which they are already proficient.

- The encouragement of consortia among tertiary institutions so that teacher training institutions without LOTE facilities, or those which wish to extend existing language provisions to include languages, can co-operate with language teaching tertiary institutions and with institutions which offer, for example, interpreting and translating courses, to co-ordinate the provision of appropriate pre-service language training for teachers.

- It needs to be stressed that pre-service language specializations must not be restricted to the languages of wider teaching for primary teachers since this policy also advocates that, wherever possible, some teaching in standard forms of the languages children speak is highly desirable and encouraged for educational reasons, particularly at the primary school level.

- Other measures which the CTEC, the State/Territory Post-Secondary Commissions and education authorities collaboratively addressing this issue may determine as advantageous in advancing the goals of enhancing and extending LOTE study at primary school level are required. CTEC is therefore requested specifically to address the languages policy in its forthcoming triennial plan. This would include development of key centres for teaching, research on languages and in language. CTEC ought also specifically to address the feasibility and role of instituting programs to enable teachers qualified overseas in non-English-speaking countries to convert their qualifications and experience into locally acceptable qualifications. Such programs have been tried in the past with mixed results. It ought also to address the questions of positive recruitment, loaded weighting on matriculation scores and general advocacy of LOTEs. In its forthcoming triennial report the CTEC should address, perhaps by commissioning a detailed study, the question of the balance between literature studies and more practically-oriented content in tertiary language teaching. Although both are highly desirable, the latter focus appears to be inadequately met at present.

There is a malaise in language education in Australia which is deep and pervasive. Yet Australia's needs and the intrinsic benefits to students of language study are substantial. Only long-term planning accompanied by specific actions which are well-founded and sensible can permanently reverse the declining status of second language proficiency in Australia.

The Australian Second Language Learning Program (ASLLP) seeks to be the focal point and stimulus to this change. Administrative and other constraints can thereby be tackled at a national co-operative level.

Post-primary schooling encompasses various organizational types of school (mixed primary-central-secondary; technical; single-sex; residential; compulsory cycle and post-compulsory college arrangements). In general terms, curricula represent a progression of increasing student choice with age, year level, and maturity and highly diversified curriculum decision making, assessment and support. There is some out-of-school supplementation of curricular offerings in authority-based provisions (for example, correspondence schools, distance learning, itinerant teaching). Language learning has traditionally been concentrated in academically-oriented streams and at the junior secondary levels. The progression through the post-primary year levels is accompanied by increasing degrees of individual student selection of more highly subject-specific offerings and increasing degrees of vocationally-oriented and vocationally influenced decisions. At present there is a dramatic decline in the study of languages during the secondary years. This is approximately contiguous with the year levels where student choice is greater. Undoubtedly a complex range of organizational, methodological, resourcing and syllabus-planning factors contribute to students' and their families' making these choices. However, it is probable that student perception and attitudes are the key determinants. These attitudes are frequently shared by the adults who are involved in their education: parents, teachers, educational administrators and planners. It follows therefore from the strong advocacy of LOTE learning and the explicit declaration of the need to improve and increase it substantially that the question of compulsion ought to be addressed. Prior to addressing this it is important to note that the post-primary teacher population contains a large pool of teachers qualified and willing to teach languages. In addition, there are State/Territory and national projects in existence which aim to assist in the curriculum and syllabus renewal in LOTE teaching. This is an essential requirement for regaining status for language learning and is addressed below.

The question of compulsion is different in nature in primary and post-primary schools. Primary school language programs ought to be offered to all students in the school in which they are available in ways which take account of the students' linguistic backgrounds. These programs will therefore be integral to the schools program and integrated with the general curriculum. The learning of a language other than English would, therefore, be an expected part of students' educational experience and the question of compulsion would not normally arise. The same is broadly true of the junior secondary school level. All Australian students ought to be expected to study a LOTE from Years 7 to 10. At the completion of the average cycle of compulsory schooling it is to be hoped that the experience of successful learning of a LOTE in primary and junior secondary schools will have engendered positive predispositions to its study in the final years of schooling. Compulsion is undesirable. It is also unlikely to be productive of good learning. Nevertheless, education authorities, tertiary institutions and employers ought to provide serious inducements to students to undertake study in a LOTE by expressly declaring, other things being equal, that bilingual competence should be a factor in student selection for teacher education tertiary entrance, and language specializations as a preferential factor in teacher employment.

Other measures which would greatly assist the general perception of languages as useful include:

- public and private employers routinely enquiring of applicants on standardized forms, assessment and interviews about LOTE study and seeking self and external objective statements of proficiency levels where relevant

- education authorities exploring all ways of providing LOTE study at the Year 11 and 12 levels to groups of students using modern technologies and itinerant arrangements. Guidance on these options and particular suggestions are provided below.

For secondary schools, purpose-designed undergraduate degrees with Diplomas in Education, both including major language study, are needed, particularly in those languages identified as the languages of wider learning which are presently in need of specific additional encouragement and resources. Among these a high priority in the short term for the Asian languages is advocated.

(v) Syllabus and materials development, curriculum planning and course assessment

Although significant efforts have been made at local and State levels and to a lesser extent at a national level to develop syllabuses and materials to meet changing circumstances and demand for LOTE teaching, this has tended to be haphazard and unco-ordinated. It has also been hampered by the great changes in linguistic theory and research over the last 15 years. The pedagogical implications of language research have reflected the widely different and at times conflicting schools of thought about the nature of language, the processes and sequences in which language is acquired, the role of instruction and deliberate conscious learning compared to more naturalistic acquisition, the role of the two languages of a bilingual learner, the place and role of literacy, the different purposes for learning, the relative weight of a wide range of highly particular learner-based or program factors and strategies, and the relative demands for the multilingualism of Australian society to be reflected in schooling as against other more external emphases. There is no universal consensus about these questions, although teaching has, sagely, tended to adopt eclectic approaches in the intuitive belief that, whilst most claims and methodologies have something useful to offer, none is absolutely right to the exclusion of the others.

There is, however, an urgent need for students and their families as well as public and private groups at all levels to be assured that common expectations may be held about curriculum content, design and implementation, and about expected and comparable outcomes. A combination of curriculum work in this area with assessment strategies, and the sharing between the various states of responsibility for a range of matters, can produce more efficient use of resources and better planning. Shared arrangements on such matters as the examination of low-demand languages, the development of materials in areas with identifiable gaps, co-operating in planning work so that national perspectives infuse language education, and sharing administrative experiences and models are an essential part of providing the best opportunities for LOTE learning to students.

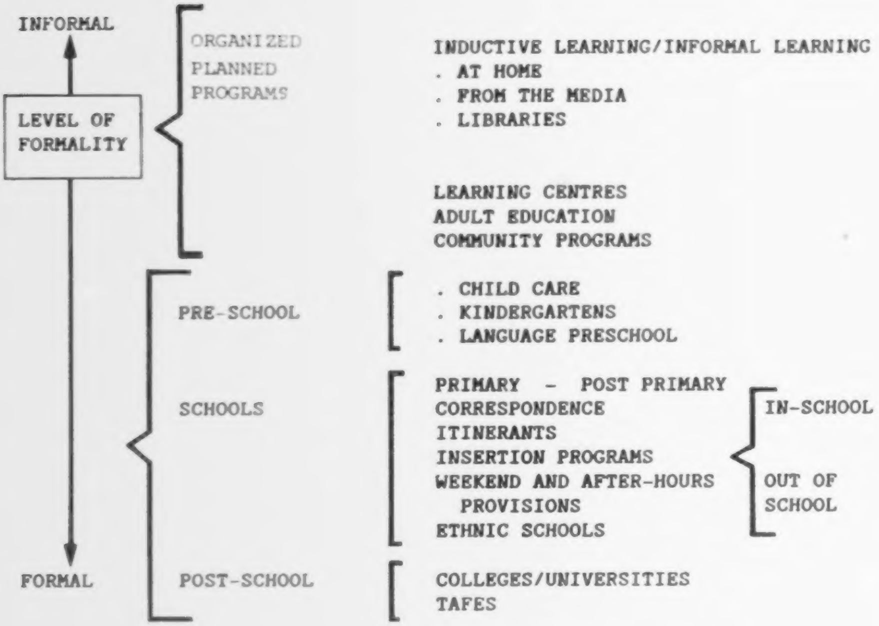
The Curriculum Development Council (CDC) has initiated important work in this area, particularly the Australian Language Levels (ALL) project. One outcome of this has been a Year 12 assessment project which originated in South Australia. Both these projects are very promising. The CDC ought to expand the life and scope of these two projects. An Aboriginal language ought to be one of the model languages for the ALL projects' development. The CDC ought to ensure that all major groups in the language education community are able to influence the direction of these important projects.

In addition to national projects, community-based projects such as the Community Languages Centre in Sydney are needed. These provide two models of action which can meet different types of need.

The Australian Second Languages Learning Program (ASLLP) is designed to stimulate and encourage developments in this area and is described below.

(vi) Formal schooling and informal education

It is useful to characterise all the opportunities for learning along a spectrum of levels of formality.


INFORMAL
LEVEL OF FORMALITY
FORMAL
ORGANIZED PLANNED PROGRAMS
INDUCTIVE LEARNING/INFORMAL LEARNING
. AT HOME
. FROM THE MEDIA
. LIBRARIES
LEARNING CENTRES
ADULT EDUCATION
COMMUNITY PROGRAMS
PRE-SCHOOL
. CHILD CARE
. KINDERGARTENS
. LANGUAGE PRESCHOOL
SCHOOLS
PRIMARY - POST PRIMARY
CORRESPONDENCE
ITINERANTS
INSERTION PROGRAMS
WEEKEND AND AFTER-HOURS PROVISIONS
ETHNIC SCHOOLS
IN-SCHOOL
OUT OF SCHOOL
POST-SCHOOL
COLLEGES/UNIVERSITIES
TAFES

Literacy is critical for learners to activate most of the informal learning opportunities which the society offers. This is especially true for adults to exploit the great potential of the public library system. Although this policy does address informal learning environments it concentrates on the planned publicly-delivered schooling contexts. However, the informal education environments are important since, in many cases, they provide contexts in which language learning can be practised and placed in real, meaningful contexts.

The ASLLP restricts its application to the publicly funded formal contexts. Less formal learning environments are addressed under part-time community language schools (below) and in section IIC below. The general principle which underlies the ASLLP is that, in all cases where it is possible, the preferred context for LOTE teaching in formal schooling is planned, continuous programs which are implemented only after criteria attesting to their high quality are met.

The multilingualism of the Australian population and the strong community desire for continued learning of the languages with which children's families identify mean that public support for "ethnic" schooling is warranted. This is, however, in need of greater planning to ensure that the quality of education is upgraded, that co-operation with day schooling is promoted, that only linguistic and cultural maintenance is supported and that careful monitoring and planned growth can occur. The private purposes of these schools do not warrant public support. "Ethnic" schools offer significant potential advantages in that they frequently involve an authentic cultural context for language teaching and authentic native speaker models for the students. They are also, frequently, poorly resourced, often use unqualified personnel and suffer other administrative and educational problems.

(f) Suggested directions for educators on language issues

- (i) Introduction: Planned language education
- (ii) Choosing the Languages
- (iii) Types of programs and variables contributing to successful learning

(i) Introduction: planned language education

One role of a national policy is to lead, to set directions and goals. Policies which follow extensive consultative processes and extract, from these, principles and goals which are widely shared, are able to provide such leadership most effectively.

The models of language choice, program types and the factors which constitute sound learning and teaching are presented in broad terms, as guidance to all educators about second language teaching. This enables implementers to analyze their particular circumstances and make precise specifications as to the languages and types of programs which will be adopted.

The concept which underlies all these models is language education. Language education is taken here to refer to all those aspects of planned learning (schooling) which relate directly to or are predominantly composed of language and therefore can be seen as the totality of planned language education experiences. Since a great deal of language is learned in an unplanned way either inductively from the environment in which learners are immersed or as a consequence and necessary part of learning some specifically non-linguistic matter, this section addresses planned learning exclusively. Planned learning can be seen as society's decisions about what is valuable to transmit to younger generations. Of course, in planned learning much is learnt which is not explicitly intended or not primarily the object of the educational experience. The planned language education advocated thus far by this policy is represented in the following table for all non-disabled Australian children.

Proportion of Children	First Language Spoken	Initial Language Education	Means	Later Language Education
(A) the great majority	Standard Australian English	• expansion of oracy • introduction of literacy • language awareness and initial second language learning • increasing instances of immersion in a second language as means of instruction	• English as mother tongue - inductive and guided language awareness • second language teaching or where possible immersion bilingual teaching	• English teaching explicitly • functional, literary, vocational orientations in English • second language learning
(B) a small minority	A non standard variety or a dialect of English	• introduction of standard English oracy; literacy; expanding rather than replacing child's language language awareness	• English as a second dialect-bidialectal methodology • language awareness • second language learning	As per (A)
(C) a large minority	A standard LOTE (Aboriginal or non-Aboriginal); a dialect or a non-standard variety of a LOTE; a mixed code of these plus some English influence	• expansion of oracy • introduction of English oracy • literacy in the first language where possible; in English where not; expansion of English to encompass guided growth of register, vocabulary etc • language awareness	• specialist ESL • across curriculum English support • mother tongue learning - oracy - literacy • content learned bilingually • language awareness	• English continued both in specialist mode and across the curriculum • Standard form of mother tongue taught as second language - where possible used also as medium of instruction • possible additional language learning • English for academic purposes

Such specifications are idealisations and their purpose is to emphasise that all planned language education is interrelated in important ways.

With these considerations in mind and addressing the questions associated with the category of languages of wider teaching, the next section addresses language choice and types of programs which are desirable, and develops a set of criteria for defining sound programs.

(ii) Choosing the languages

Language choice needs to be informed by the factors described above: the school level priorities, the linguistic nature of the school population, the preferences of the parents, the level of probability of guaranteed continuity and adequate support and resourcing for the program (particularly staffing), the existence and strength of informal learning environments and the languages of wider teaching.

Planning should, however, be integrated at locality/region and State/Territory levels so that languages offered as second languages in primary schools can reasonably be expected to be offered at the post-primary schools most likely to be attended by the primary students concerned. The question of continuity in learning is of the utmost importance. Since language learning is a cumulative process, proficiency can only be attained if continuity is assured. In cases where there is low demand for the language as a second language and low probability of adequate resourcing, languages offered for mother tongue development purposes may have to be continued by itinerant staff, or in after-school arrangements, whether these are run by the educational authority concerned or by a private organization such as an "ethnic" school. In such cases it is highly desirable that co-operation be instigated between the relevant staff of the day school concerned and the after-hours (including weekend) arrangements so that:

- some cohesion between the schooling environments, their objectives and methods can be developed and implemented;
- some common content be secured either by extending school learning in the after hours arrangement or reinforcing it;
- some prospects for accrediting the student's after-hours learning, perhaps descriptively, in the day schools' assessment and certification can be arranged and implemented.

Apart from the important symbolic value of integrating the two areas of learning for these students, there are practical benefits to be derived from successful co-operation of this type. There may be improvements to the quality of the learning/teaching, reinforcement and extension of general content and the possibility of accreditation recognising the learning done in after-hours situations and the prospect of students' adding the language to the formally examined subjects at year 12.

These criteria ought to guide the Commonwealth administration of the Ethnic Schools Program. This program should be renamed Part-time Community Language Schools Program since many of the programs offered are in Aboriginal languages too.

The following requirements ought to be made in respect of these schools:

- As far as possible, such schools ought to be conducted in the premises of day/regular school buildings. A standardised contract needs to be developed by education authorities in collaboration with the part-time community language school. This contract is to specify such arrangements as property, insurance, cleaning, heating and lighting responsibilities as well as sensible arrangements for resolving conflicts which may arise. The responsibilities of all parties need to be specified.

- Educational authorities ought to be provided with funding from the Commonwealth Government for the employment of liaison officers for part-time schools. These officers are to be responsible for the establishment of associations of part-time schools which meet eligibility requirements for funding and the development of registration systems of these schools. In two years time, only registered part-time schools ought to be eligible for funding from public authorities.

- Each State/Territory ought to establish a resource centre for the use of the part-time community language schools and provide access to inservice education, professional development and materials development courses which the authority ordinarily organises.

- During 1987, a national conference of administrators responsible for these matters and the part-time community language school authorities ought to be held to compare the arrangements which presently exist and provide advice to the Commonwealth on the development of this program.

- The Commonwealth Education portfolio is to make available an additional 10% of the current total monies allocated to "ethnic" schools during the next two financial years to education authorities for professional development, materials development and Year 12, matriculation or equivalent preparation initiatives.

Where continuity of programs in the day school is possible it is most important that the transition between the school levels is planned and negotiated so that the teaching methods and content are modified to suit the learners. The primary school will need to understand the secondary schools program in order to provide preparation for transition. The secondary school will need to understand the primary program to avoid duplication and ensure continuity.

Each locality should be so organized that all the languages of wider teaching are available in accessible ways, geographically and educationally, to primary and secondary students. In addition, each region ought to be able to organize at least one specialist school which can act as a magnet school. This involves staffing the school as a key school of languages, concentrating on a range of at least four of the languages of wider teaching (in addition, of course, to the regular curriculum), and making provision for students to have access to the school from a wide catchment area.

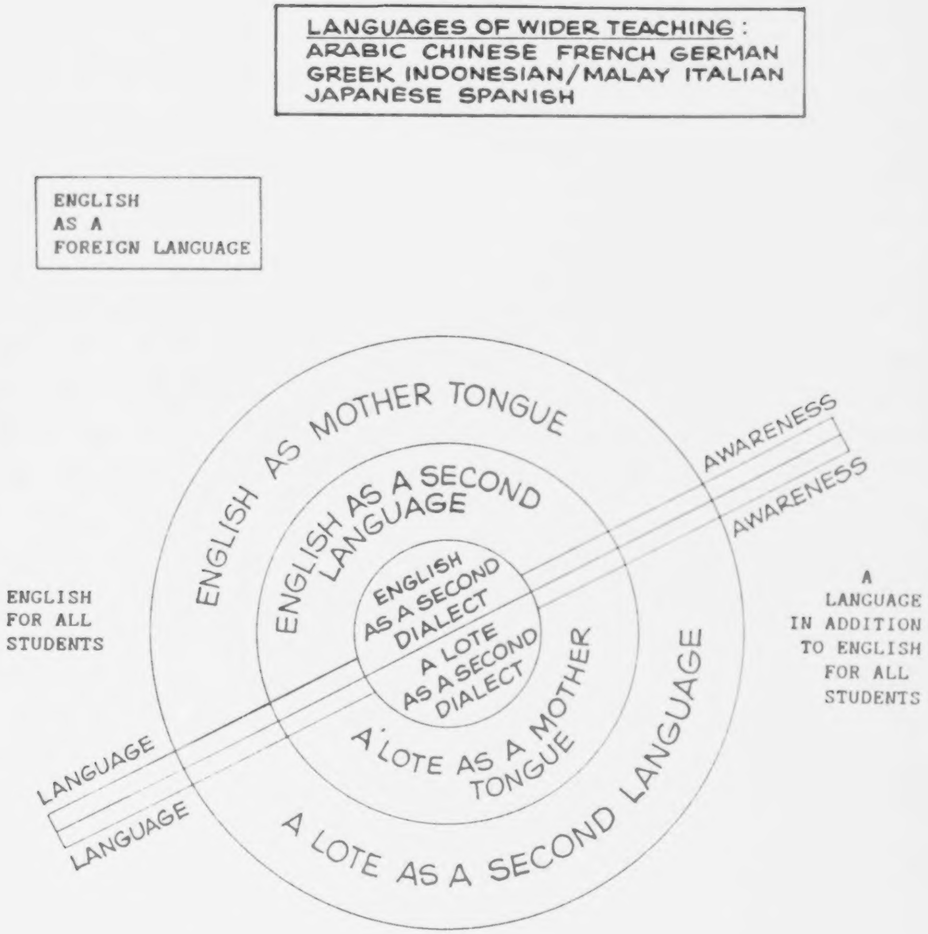
In addition to these arrangements, each State/Territory ought to establish, or upgrade where these already exist, centralized staffing pools of language teachers who are to work in day schools on an itinerant basis. It is most important that such teachers are deployed in schools for periods of not less than two days per week so that the language program is able to establish and sustain an identifiable presence in the school and not become marginalized. Such provisions ought to be supplemented by individualized learning opportunities, set up in school libraries with audio and print material as well as correspondence technology. Public libraries ought to be actively involved to provide further supplementary learning opportunities. At regional and central levels, adequate advisory positions are needed to provide program consultancy, inservice and professional development input. With such arrangements the language offerings can be extended and secured.

The ASLLP will provide the stimulus to such projects required to ensure progress. The solutions to administrative problems are possible when the ethos of the desirability of second language learning for all Australian students permeates the planning system.

Language choice, then, can be represented in the following way. Whilst it is acknowledged that all languages have value and that public provisions of support are made for all languages, the constraints of resource limits and the need for school programs to insist on excellence require choices and priorities to be determined.

Planned language education therefore in highly summarized form:

- English: for all students in appropriate and adequate ways
- Teaching in mother tongues (Aboriginal and non-Aboriginal): in all cases where this is possible
- A language other than English: for all students
- Language awareness, including Australian Sign Language, Aboriginal Languages, Esperanto, Computer Languages.


LANGUAGES OF WIDER TEACHING:
ARABIC CHINESE FRENCH GERMAN
GREEK INDONESIAN/MALAY ITALIAN
JAPANESE SPANISH
ENGLISH AS A FOREIGN LANGUAGE
ENGLISH AS MOTHER TONGUE
ENGLISH AS A SECOND LANGUAGE
ENGLISH AS A SECOND DIALECT
A LOTE AS A SECOND DIALECT
A LOTE AS A MOTHER TONGUE
A LOTE AS A SECOND LANGUAGE
AWARENESS
AWARENESS
LANGUAGE
LANGUAGE
ENGLISH FOR ALL STUDENTS
A LANGUAGE IN ADDITION TO ENGLISH FOR ALL STUDENTS

In addition, where schools desire to offer them and education authorities can support them, it is of continuing cultural and intellectual importance that classical languages be maintained in certain schools, predominantly Latin, Ancient Greek and also Sanskrit. A case has been advocated for the offering of language awareness for Australian students which will include some learning about and of at least one Aboriginal language and awareness of Sign Language. Esperanto may form part of language knowledge content of language awareness courses and education authorities are encouraged to consider school twinning arrangements to offer and support Esperanto teaching. Computer languages can very usefully be included and the CDC is requested to address these four dimensions of language awareness.

It must be stressed that the teaching of any language desired by school communities is educationally and culturally warranted and State/Territories ought to examine at Year 12 level as many languages as possible. Shared arrangements for this ought to be addressed by the Conference of Directors-General. The development by the CDC of Year 12 assessment models of languages which encourage and reward non-native speaker background students without disadvantaging those of native speaker background in the particular languages concerned is urgently needed.

The languages of wider teaching which will form the bulk of LOTE teaching are:

Arabic: The first language of over 100,000 Australians; over 100,000,000 people in many countries use a form of Arabic as their first language; on present population projections the total number of speakers of Arabic as a first language may exceed English first language speakers by the first decade of the next century; of economic, political and community importance.

Chinese: A variety of Chinese is the first language of over 100,000 Australians; by far the greatest number of speakers of any language in the world uses a variety of Chinese; widely used in Australia since the middle of the 19th century; of great economic, political and community importance.

French: Approximately 60,000 Australians have French as their first language; over 75,000,000 people in the world use French as their first language; the traditional second language learned in many countries; French is the official language in many countries and co-official with English in many international organisations; of economic and political importance.

German: Over 180,000 Australians have German as their first language; about 100,000,000 people, mainly in Europe, use a variety of German as their first language; widely used in Australia since the early 19th century; of economic, political and community importance.

Greek: Over 300,000 Australians are of Greek language background; Greek is the most strongly maintained language other than English in Australia; over 10,000,000 people in the world have Greek as their main language; of great community importance.

Indonesian/Malay: Although not widely used in Australia, Indonesia is Australia's closest neighbour; most Indonesians and Malaysians and some other peoples in South-East Asia (over 170 million people) can use Indonesian or Malay which are very closely related; most users are second language users; its use is growing very rapidly as it gains acceptance as the national-official language of several countries; of economic, political and geographic importance.

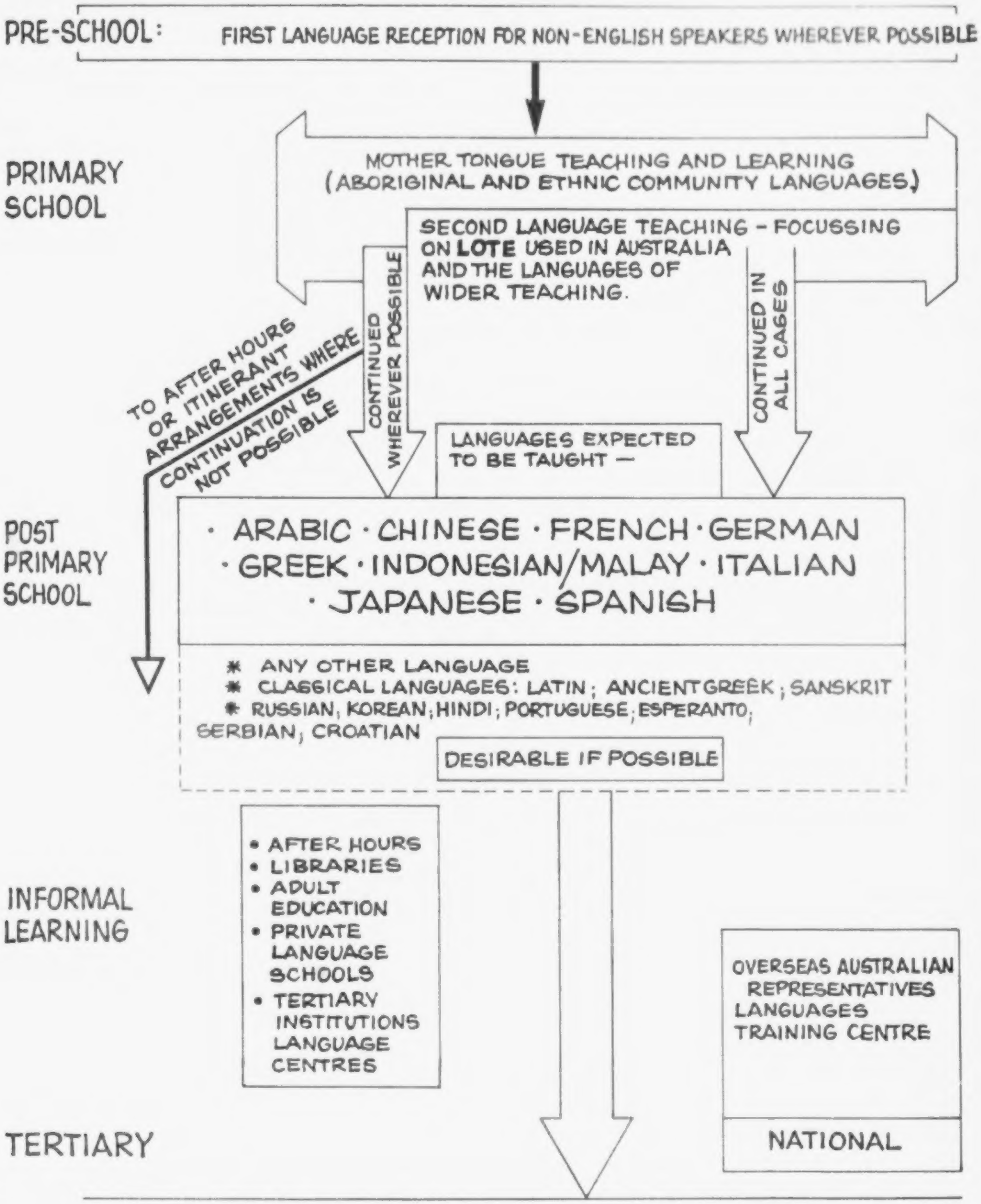
Italian: Italian is Australia's most widely used language other than English with over 550,000 first language speakers; it is used by over 65,000,000 people in the world; the sixth largest economy in the West; of community and economic importance.

Japanese: Although not widely used in Australia, well over 100,000,000 people have Japanese as their first language; of regional importance; of great economic and political importance.

Spanish: Over 75,000 Australians speak Spanish as their first language; over 250,000,000 people speak Spanish throughout the world; on current population projections Spanish will overtake English in the next decade in terms of total first language speakers and move into second place after Chinese; of significant and growing economic and political importance.

All these languages also offer literary and cultural prospects to their learners in addition to being justified because they are languages of national, regional and/or international importance to Australia.

The learning of languages may be represented as follows for the cycles of formal education.


PRE-SCHOOL:
FIRST LANGUAGE RECEPTION FOR NON-ENGLISH SPEAKERS WHEREVER POSSIBLE
PRIMARY SCHOOL
MOTHER TONGUE TEACHING AND LEARNING (ABORIGINAL AND ETHNIC COMMUNITY LANGUAGES)
SECOND LANGUAGE TEACHING - FOCUSSING ON LOTE USED IN AUSTRALIA AND THE LANGUAGES OF WIDER TEACHING.
TO AFTER HOURS OR ITINERANT ARRANGEMENTS WHERE CONTINUATION IS NOT POSSIBLE
CONTINUED WHEREVER POSSIBLE
CONTINUED IN ALL CASES
LANGUAGES EXPECTED TO BE TAUGHT —
POST PRIMARY SCHOOL
· ARABIC · CHINESE · FRENCH · GERMAN · GREEK · INDONESIAN/MALAY · ITALIAN · JAPANESE · SPANISH
* ANY OTHER LANGUAGE
* CLASSICAL LANGUAGES: LATIN; ANCIENT GREEK; SANSKRIT
* RUSSIAN, KOREAN; HINDI; PORTUGUESE; ESPERANTO; SERBIAN; CROATIAN
DESIRABLE IF POSSIBLE
INFORMAL LEARNING
• AFTER HOURS
• LIBRARIES
• ADULT EDUCATION
• PRIVATE LANGUAGE SCHOOLS
• TERTIARY INSTITUTIONS LANGUAGE CENTRES
OVERSEAS AUSTRALIAN REPRESENTATIVES LANGUAGES TRAINING CENTRE
NATIONAL
TERTIARY

- TERTIARY INSTITUTIONS IN STATES AND TERRITORIES

TO TEACH: IN LARGER STATES/TERRITORIES AT TERTIARY LEVEL ALL OF THE LANGUAGES OF WIDER TEACHING; CONSORTIA TO PROMOTE SHARING/CO OPERATION; IN EACH STATE/TERRITORY OTHER COMMUNITY LANGUAGES USED IN AUSTRALIA TO BE AVAILABLE; IN PARTICULAR CENTRES THE CAPACITY FOR MINOR COMMUNITY LANGUAGES TO BE OFFERED; INTERPRETING AND TRANSLATING; TEACHER EDUCATION; LANGUAGE TRAINING FOR PROFESSIONALS.

CASE STUDY NO. 6:

ADELAIDE HIGH SCHOOL: SOUTH AUSTRALIA

Adelaide High School teaches 7 languages:

Latin, French, German, Modern Greek, Mandarin Chinese, Italian, Spanish and ESL.

The school is designed as a special interest high school for languages. An intake of 35 students each year is designated as special language students from anywhere in the state. These students are selected according to a procedure which includes testing for language potential, an interview with the student (with the parents present) and a primary principal's report. These students are expected to study two languages from year 8 (the first year of high school in South Australia) and they have a free choice of languages. The normal intake is also tested with the same test and two languages are offered to those who show potential - most take up the offer.

The school also runs a distance education program.

Two students from the Lock Area School approximately 400km from Adelaide join the class of year 8 German (called a hub class) by means of a telephone link plus other technological features. This permits them to interact with the teacher and other students. With the use of a facsimile they are able to transmit their work almost immediately to the teacher in Adelaide and receive feedback. One teacher provides supervision at the Lock Area School.

The students are able to interact orally in German which a normal correspondence school cannot provide. Special demonstration of this technique was beamed to Singapore on December 5, 1986.

(iii) Types of programs and variables contributing to successful learning

> "Whereas up to half the world's children may be fluent in two or more languages without any formal instruction, only a handful of those taught a foreign language in the classroom ever seem to reach a very high level of proficiency in that language, regardless of the method of instruction used."
>
> (Kennedy, 1969, quoted in Hawkins, 1981:203).

A great deal more is known about how languages are learned and the role of formalized instruction since the judgement cited above was made. It remains true, however, that school language programs need to set realistic, attainable goals so that students and their families particularly, but others as well, can form accurate expectations of possible outcomes.

Language learning is a cumulative task. It requires access to meaningful, rich, diverse and frequent input of the language being learned over a long period of time in a wide range of settings, fulfilling a range of different functions.

This section describes briefly some of the key variables which have characterized successful programs, and which, in judicious combinations are most likely to produce successful learning. These are then combined into some program types. It is these sorts of models that ought to form the basic criteria which the Australian Second Language Learning Program ought to adopt in its assessment of projects. They are presented here merely to exemplify the types of considerations which are relevant.

- Exposure
  - Time
  - Frequency
  - Duration

The principles which should guide decisions on these questions are as follows: programs ought to be continuous throughout the schooling system, unless the purpose is transitional learning in bilingual programs or mother tongue reception. There ought to be several lessons per week and opportunities for sustained interactive use of the particular language, for example, in camps. These considerations address the problems of overcoming the forgetting process, activating and exploiting memory function, providing extensive opportunity for practice, self-correction and guided correction.

- Nature of the linguistic input

It is important that the language which learners hear/read and which forms the input on which they construct their learning is rich in the types, purposes, functions of language. In addition, students, particularly of older age levels, need to and usually desire to combine the use of language as a communicative medium, preferably language used to teach other content and stressing fluency as the objective, with the teaching of the language as the object of instruction, which pays deliberate attention to the forms of the language and stresses accuracy. Content which involves an active need to resolve problems, deal with situations, play roles in meaningful realistic (preferably real) ways is invaluable as motivation and for retention of consciously learned material.

- Language and other knowledge

Learning a language offers the prospect of including language-related knowledge (culture, sociological aspects of language, historical-social-current affairs content) as well as the use of the language to teach material which is not necessarily related to the language but has status within the school's curriculum and with which the language can become associated eg core subjects.

- Language models

A range of language models, including native speakers, is desirable. Children learning their mother tongue are surrounded by many models all using the same language, all stressing comprehension and communication. Students studying a second language in school are often presented with only one model and a much reduced stress on comprehension and communication.

Socio-cultural knowledge, opportunities for use in realistic (preferably real) contexts and learner involvement in the decisions about learning are also fruitful possibilities. A wide range of aspects of second language learning in formal situations has been researched and a great deal of knowledge about the conditions for successful learning has been gained in recent years. Curriculum renewal in language education is needed to restore the confidence of the community generally that second languages are indeed "learnable" in school.

Whatever other characteristics language programs for any target group of students have, they must always be soundly conceived, intellectually demanding and rigorous. This will require the development of clear statements about purposes, goals and means.

For students of non-English-speaking background, many language programs they now tend to be offered are "welfarist" ones which frequently include transitional goals. Transition to English must, to be successful, at least be able to allow children to construct a sufficiently strong cognitive base in the mother tongue for the academic - intellectual demands of their age/ability levels and also to use the mother tongue to acquire content (concepts and skills) equivalent to their peers. Desirably, these children would continue to develop their first language for a wide set of functional uses. Programs are in some very occasional instances evolving into more serious educational ones aiming at the development of competence in a wide range of registers in both English and the first language. If schooling aims to convert the mother tongue of non-English-speaking background children into an intellectual advantage, it cannot then construct programs posited solely on identity, ethnicity and culture, valuable and important though these are. It must use the language to deal with serious content seriously.

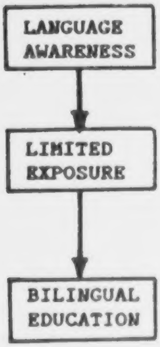
For students of English-speaking background, particularly those taking an Asian language as has been strongly advocated in this policy, their prospects for successful learning equally depend on the soundness of the programs they are offered. The linguistic distance of languages like Chinese and Japanese from English is greater than the distance between English and the traditional languages of the curriculum. Consequently there need to be continuous opportunities for sustained learning from primary to year 12 in which the learners can use their growing knowledge of the language to learn content with the language, as well as to learn the language as the object of instruction. Again, only soundly-conceived programs can offer realistic prospects for attaining success.

The Australian Second Language Learning Program ought, therefore, to support only planned programs which can offer good prospects for attaining realistic school-learning goals in languages.

Although much of the discussion in this section has focussed on schooling, pre-school children's services (for example, kindergartens) have an important formative role in language learning, including the language development of children who have only used a LOTE at home and ESL. Many parents of English-speaking background want their children to get an "early start" in learning a second language at the pre-school level. Appropriate training for pre-school education personnel is advocated and endorsed, as are the establishment of language awareness and bilingual programs and the employment of bilingual aides. Such programs need to be carefully designed, monitored and evaluated.

Types of programs

A continuum of possible programs may look like this.



Language awareness is held by many experts to be an indispensable prelude or accompaniment to the acquisition of a second language and very valuable knowledge in itself.

Limited exposure programs usually involve the teaching of the language concerned as a subject, although not all the teaching will be about formal aspects of the language. Such programs are often seen as an apprenticeship in second language learning.

Bilingual education is usually taken to mean that two languages are used as media of instruction. The content of instruction includes some (up to half) of the curriculum in both languages over time.

With each of these idealizations, there are a very large number of organizational possibilities. Bilingual programs are termed "immersion programs" when, for example, English-speaking Australian students are taught partially or fully in the second language. These programs are often very successful, since they allow for much greater exposure to the second language than is possible in the language-as-subject programs, and since the students deal with the second language as a tool for learning as well as an object of learning.

It is important that all programs are accompanied by continuing and detailed evaluation to ensure that success is monitored and appropriate modifications made.

7. Policy/action strategy

(a) The Commonwealth Schools Commission ought to establish an Australian Second Language Learning Program. The ASLLP shall operate two funding schemes.

(i) A contractual/agreement scheme directly with education authorities (70% of the funds).

(ii) A submission based scheme (30% of the funds).

The following arrangements with regard to the contractual/agreement scheme are desirable:

. During early third term of 1987 (and subsequent years), a meeting of one representative from each education authority with appropriate CSC/Commonwealth Education/CDC officals should take place. Each authority is to propose a small number of key initiatives.

- Desirably, these are to be presented as inter-systemic State or Territory proposals. Examples may be:

  - The Northern Territory may seek to be funded for 3 years to develop on behalf of all the States/Territories a primary to secondary Indonesian curriculum based on the principles of the ALL project.

  - New South Wales may seek to support the establishment of a network of community-based community language centres which would develop materials on a co-operative local basis to support existing programs. It may also develop a national Chinese curriculum on behalf of all the States/Territories and extend the teaching of this language as well.

  - South Australia may choose to extend or secure its language learning by distance learning technology, integrating its authority-based provisions to offer all its students in non-urban areas access to sound programs in a range of languages with primary to secondary continuation.

  - Victoria may seek funding for extension of its primary bilingual programs and their full evaluation.

  - Queensland may wish to establish model projects in Japanese.

  - Western Australia may seek to establish locality-based specialised language schools.

  - Tasmania may seek to develop on behalf of all the States/Territories a model for meeting community language learning in sound ways, including modern technologies, materials development, syllabus design and primary-post-primary transition.

Such suggestions emerged in consultations and would appear to build on the strengths which exist in various States/Territories. They are, of course, only examples of what may be proposed.

The contractual/agreement scheme will involve three-year projects which the State/Territory or particular authority would propose.

The contract/agreement would involve:

- partial matching of funds in increasing proportions over time, such that full carriage of the project would be an authority responsibility at the termination of the period for which the contract/agreement is made, usually three years.
- the dissemination of detailed information on the progress, findings and outcomes of the initiatives at annual meetings convened under the auspices of the ASLLP.
- the carriage of projects on behalf of the nation such that major curriculum or materials development projects would be disseminated and shared widely on production.

It is important that the ASLLP be devised in such a way that only programs and initiatives which stress excellence are supported.

Each State/Territory should be supported for initiatives to which an undertaking is made for continuity and levels of matched funding. A maximum of three projects/programs per State/Territory seems desirable.

. ASLLP funds

1987-88 : $7.5m
1988-89 : $7.5m
1989-90 : $7.5m

The submissions-based scheme would comprise 30% of the funds of the ASLLP. These would be advertised publicly. Grants ought to be made on an annual non-renewable basis to support innovative or high quality projects in language education in States or Territories.

(b) ACALP is to convene a Languages other than English Standing Committee

The Standing Committee of the ACALP is to convene an assessment panel along with representatives of the Commonwealth Schools Commission, to assess the proposals and recommend projects for funding.

This Standing Committee is to comprise one nominee from each of: The Federation of Ethnic Communities Councils of Australia (FECCA), The Australian Federation of Modern Language Teachers Association, (AFMLTA); the National Advisory and Coordinating Committee on Multicultural Education (NACCME) and the Asian Studies Council. The chairperson of the LOTE Standing Committee is to be represented on the ACALP, although each of the above-mentioned organisations shall separately nominate a representative to it. The chairperson should be decided by the ACALP.

(c) Key centres of teaching and research into language

During the next triennium of funding the CTEC ought to provide additional tagged funds for the establishment of key centres of research teaching and information on language. These are to deal with the following areas:

- Aboriginal languages and Bilingual education. The Northern Territory at Batchelor is best placed to do this, perhaps in split campus form with the Institute for Aboriginal Development in Alice Springs.

- An Institute of Community Languages. This is to be a key centre for teacher education, research and innovation in community languages. A major task of this key centre is to address methodology issues in language teaching, particularly for teacher educators. Another potential task is to examine the question of the standardisation of community languages in Australia.

- One Centre to be decided after proposals have been invited and considered on applied English language. A key feature of the successful centre for such work will be its demonstrated commitment to ESL and bilingual education work as a part of overall English language development for applied purposes, especially teaching, which includes adult ESL for immigrants and EFL for overseas students and Aborigines. Consortium arrangements in a major city combining the specialist skills of different institutions may be necessary to ensure a coverage of all the areas envisaged.

- One Centre whose responsibilities it will be to provide intensive, continuation and refresher language training for the Australian representatives overseas. The funding of such a centre which ought to be based in the Australian Capital Territory will need to be negotiated with the Departments representing Australia overseas, including the Armed Services. These negotiations ought to seek to concentrate the resources of the departments which currently engage permanent or contract staff in this area. A plan is to be evolved for ensuring that a much greater percentage than at present of Australian representatives overseas who occupy "language essential" positions are competent linguistically to fill them. This Centre is to be developed following negotiations with Asian Studies Council, the overseas operating departments and major business community representatives, including unions. The Centre ought to ultimately operate on a partial or full cost-recovery basis.

- The establishment of a national clearinghouse on language teaching, research and information, accessing curriculum data bases. Such a centre need only be a small one and can build on the proposal by NACCME for a Multicultural Education National Information Unit (1986). This ought to be funded from Projects of National Significance monies through the Commonwealth Schools Commission.

- Mt Gravatt Campus of Brisbane College of Advanced Education appears well-placed to specialise in offering a program of education for the deaf at tertiary level, using sign language, particularly in courses for professional training in education.

- Specific tagged funding to tertiary institutions which undertake to offer or extend present provisions in teaching the Asian languages in the category of languages of wider learning, offering practical language education and the possibility of combined specialisations in economically-related areas.

The ACALP is to be requested to consider further the establishment of these centres and report to the Commonwealth Government following its Winter 1987 meeting with a more definite listing and detail.

(d) The Australian Bicentennial Authority has decided to endow a broadly-based foundation with multicultural aims. Such a foundation could contribute significantly to the objectives of this policy, particularly it it were to specify that its aims and objectives could be achieved through languages. It is recommended that the ACALP address the potential role of such a foundation for languages in Australia. It is desirable that the government make a financial contribution of approximately $1.0m to the foundation on condition that it be entitled the Bicentennial Languages Foundation and that it operate to the advantage of Australia's linguistic resources and their interconnection with cultural diversity and pluralism. The ACALP ought to address this question at its first meeting.

(e) Teacher development

In its next triennial report, the Commonwealth Tertiary Education Commission should stimulate teacher training institutions to address the teacher education proposals outlined under 'Teacher Education, Recruitment and Employment' in this chapter.

Funds are to be allocated to stimulate specific initiatives in this area.

(f) The Commonwealth Schools Commission ought to elaborate the proposals made in this report on "ethnic schools", under the section 'choosing the languages', renaming them part-time Community Schools and, in consultation with the Standing Committee of ACALP, make financial and administrative recommendations to the government as soon as possible.

(g) The Curriculum Development Council is requested to address the matters referred to in this chapter, specifically the expansion of the ALL project, the year 12 assessment project and the development of guidelines and models for language awareness programs at junior secondary level as described under the section 'Choosing the languages' in this chapter and elsewhere in this report.

(h) The Australian Education Council ought specifically to advocate the development of models for offering wider numbers of languages as well as the promotion of the benefits and desirability of learning a language other than English for all Australian students, as indicated in this chapter.

SECTION C: LANGUAGE SERVICES

II.C.1. Translating and Interpreting

(a) Introduction

The need for translating and interpreting between English and other languages in Australia is a consequence of both the linguistic pluralism of the Australian population and the need for expert, efficient and effective conduct of affairs with non-English speaking countries.

Domestically, important considerations of access for all Australians to public information and services and of equality of opportunity for all groups in society guide the development of this field. To a significant degree these broad social goals can only be realized through appropriate and adequate language services. The three key groups in the society for whom these services are important are: non-English speaking Aborigines; the deaf and other communication disabled, and other Australians whose English is inadequate for their needs generally or in particular situations. It is unlikely that the need for language services will abate for these groups, particularly since present provisions are inadequate. Australia's international relations; business, political and other, with non-English speaking countries require the availability of expert specialized translators and interpreters in a range of fields.

In addition there is a need to more adequately service the growing tourism from non-English speaking countries.

(b) What interpreting/translating involves

Since language is closely attached to culture the translation and interpreting of material between languages involves mediation at deep and surface levels of meaning. Although this is more obviously true when stress or pain or important consequences are involved in the particular situation, it is likely that, to some degree, different behaviours, nuances, values, emotional connotations, differing expectations and attitudes are always present in any task of linguistic mediation.

The role of professionals who translate written material or interpret oral material between two languages requires, in addition to very high levels of proficiency in the languages concerned such cultural knowledge and, frequently, specializations in particular fields and subjects.

Language professionals, are, however, experts in the language tasks of interpreting/translating rather than being cultural mediators or doctors and lawyers with skill in languages. They are trained in the application of language switching skills and consequently are different from bilinguals who are not so trained.

Interpreting and translating in specialized areas such as law, health, education require training which concentrates on particular vocabularies, conventions, procedures and concepts. Such specializations are built on generalist skills.

In international multilingual conferences interpreting is conducted "simultaneously" in real time.

In international business or diplomatic dealings where interpreters are used sophisticated levels of content knowledge are also required.

(c) Long-term need

The predictable demand for interpreting and translating for Australians is likely to be a very long term one. Several factors contribute to this:

- In 1981 approximately 300,000 people aged 15 years and over assessed their speaking ability in English as, at best, poor. Almost three-quarters of these had been in Australia for more than five years.
- Over 132,000 of those who could not read and write adequately had been resident in Australia for 15 years or longer.
- Language competence tends to be variable across domains of use and is also subject to vary according under different conditions. This is particularly true of second languages. Many former immigrants have acquired English in the particular settings of their work and find that their knowledge of English is inadequate or inappropriate in other settings eg in stressful legal or medical situations.
- It has been observed that people who have acquired second languages especially where those languages were acquired during adulthood and in specialized settings, often revert to the use of their first language as they grow old.
- Continuing immigration, particularly through schemes intended to reunite families with older relatives or extended family networks, adds to the proportion of the population which is unlikely to learn English.

- A significant proportion of the permanent Australian population - due to age, life circumstances or other factors is unlikely ever to acquire levels of English adequate for their needs. Consequently, although for many newly arrived immigrants the need for such services is a temporary feature of their initial settlement in Australia for a predictable and large minority of the population such needs are permanent but changing in terms of the type of service required and the languages it involves.

For Aboriginal non-English speaking communities there has been poor provision of professional interpreting and translating services. The justifications are the same as those which apply to other non-English speakers. Lack of English can preclude people from access to information and services to which they are entitled or from which they might benefit. Legal and health interpreting are critical for Aboriginal people.

Interpreters should be made available for all tribal Aborigines in all legal and medical situations, where professional personnel do not have a fluent command of the relevant language.

Provisions for training Aboriginal interpreters and translators need to be supported, and extended, to ensure that all tribal Aborigines have access to properly trained interpreters and translators. The minimally-accepted levels of training need to take into account general education levels and reward properly the experience and practice of Aborigines presently acting as interpreters who may lack formal training.

Where possible, government pamphlets and information should be made available in relevant Aboriginal languages.

All documents in English for use with Aboriginal clients should be jargon-free. The production of jargon-free pamphlets by government and other bodies would assist not just Aborigines of non-English speaking background, but all Australians with limited English or limited literacy skills.

For the deaf the same justifications apply. Although access to written material is possible deafness has been a major barrier to access to tertiary education and to orally communicated information. The proposed establishment of the key national centre for the education of deaf people at tertiary level would partially alleviate this.

Interpreters using "deaf oral" (lip reading) and "deaf sign" (manual communication involving finger spelling, signed English and Australian Sign Language) are accredited at present but they are in short supply and there is little awareness of their availability and the need to use them.

(d) National Accreditation Authority for Translators and Interpreters (NAATI)

Since the early 1970's there has been a rapid growth in the types of services which have been established to meet these needs which emerge from the great disparity between the linguistic pluralism of the population and the dominance of English in the powerful domains and institutions of the society. In the late 1970's the National Authority for the Accreditation of Translators and Interpreters was established to set the levels of competence expected of professionals in the field as well as to accredit courses of professional training and to arrange the testing of applicants for admission to the profession. NAATI has established a scale of competence (at five gradations). It has prioritized the needs in the community and embarked on well conceived plans to meet these needs.

Essentially, the last decade and a half has consisted of the establishment of a profession. The NAATI was incorporated as a limited liability company responsible to the Conference of Ministers of Ethnic Affairs of the States/Territories and Commonwealth. Its priority has been to accredit, whether by acceptance of overseas qualifications and experience, direct testing or successful completion of approved courses, interpreters/translators to meet the needs in the languages of highest demand. The community of interpreters/translators and interested organizations and individuals have been concerned to ensure that unscrupulous and/or less than competent operators are made completely redundant due to the wide availability of qualified, accredited and registered professionals.

(e) The future

Interpreting and translating ought to be regarded as an aspect of service provision in Australia rather than a welfarist program for the disadvantaged. To this end the continued professionalization of the field is urgently required. It is important that this extend to the development of control of entry mechanisms and registration of interpreters/translators so that professional, accredited personnel only are used. A multilingual society needs to guarantee that language does not become a barrier to access to information and services. Consequently the profession of interpreting/translating is a necessary component in providing access and equity in relation to the provision of services paid for by the whole community, regardless of their linguistic backgrounds.

As far as the conduct of business in the region is concerned, there is a major need for the training of high level interpreters/translators in Indonesian/Malay, Japanese and Mandarin Chinese in specialised, technical fields.

Training centres need to be concentrated so that a spread of languages across Australia can be assured.

Special attention needs to be paid to developing training in Aboriginal languages and for the deaf. The creation of the key centres for teaching, information and research on language in each of these two areas offers the potential for these needs to be addressed. NAATI and the Commonwealth Tertiary Education Commission are requested to collaborate on the establishment of such training at the proposed centres.

In addition, the Standing Committee of ACALP on language services will address the question of future developments in interpreting and translating.

It is desirable that the government provide additional funds to NAATI to meet pre-specified plans in particular areas of need.

II.C.2 Languages, the Media and Modern Technology

It is necessary to distinguish between the unplanned, indirect effect of the media on languages and their learning and maintenance and the possibility of a planned, directed effort in relation to language maintenance and learning which exploits the potential and inevitability of dramatic and rapid changes in technology. Technological changes and the exponential growth in the production and dissemination of information have resulted in what has been termed 'the information society' (Jones, 1982: 173). The 'information society' is characterised by:

- universal education, leading to higher levels of literacy;
- higher demand for news, entertainment and information;
- development of industries and services relying on information databases;
- growth in scientific research; and
- development of technologies which enable and promote these characteristics. Such technologies include media, computers, communications, and other information technologies.

(Department of Science, 1985: 7).

It is argued that exponential increases in the production of knowledge mean that the average individual must accept and digest large amounts of information in order to maintain a reasonable standard of living. The individual's "survival" information needs cover an enormous area, including health, education and training opportunities, employment, real estate, the law, consumer rights, financial matters, social welfare, rules and regulations, transport, and so on.

The ability to use this information results in a new type of social stratification: those who are 'information rich' and those who are 'information poor'. The 'information-rich' have high levels of competence in both oral and written communication skills, as well as organisation and research skills. In addition, it is likely that those who are 'information-rich' are familiar with keyboards and with procedures for accessing and transmitting information, as well as the ability to handle and generate visually presented information.

The implications of these 'necessary characteristics' of the 'information-rich' for language and language policy are clear. Command of the written and oral codes through which information is channelled greatly increases the potential to become information-rich. Those who for whatever reason do not have command of these language codes, are likely to be relegated to being 'information-poor'. Thus, in its discussion paper on "A National Information Policy for Australia", the Department of Science (1985: 29) characterises the following groups as being 'information poor' in Australia:

- the illiterate and others who lack education;
- cultural minorities, particularly people with poor English language skills;
- those who live remote from services (such as telecommunications, education and library services); and
- people with disabilities (especially the visually handicapped, those with impaired learning or mobility or an intellectual disability).

Less marked causes of 'information poverty', which may overlap with each other, and with the above categories, include economic poverty, lack of sympathy with or knowledge about information and its technology and services, lack of general services, restricted employment and skills and social isolation.

Access to and mobility within the 'information society' require high levels of literacy, and the ability to use and understand the language codes in which information is presented.

A more subtle impact of the dependence on written language is the devaluation of orally transmitted knowledge. This problem is particularly acute as far as Aboriginal languages are concerned.

But the demands of the 'information-society' have other implications as well. The advent of information technology requires skilled language use, especially in written form. The prospects of translation machines and artificial intelligence, and more immediately perhaps, voice instruction modes for modern technology, will require precise use of spoken language as well, possibly even particular grammars. Access to specialist knowledge and information in all areas depends increasingly on the ability to understand and use specialist terminology, and, in some areas like computer programming, even specialist languages. More generally, the social, environmental and occupational impact of technological innovation in its applied forms will probably accelerate the replacement of particular types of jobs and require jobs of another type, more suited to modern technology and the information economy. Whichever scenario is realised, educational levels generally will need to be highly developed since occupational career shifts may become increasingly necessary.

This, in turn, will make more probable a greater dependence on manipulating information, always using language. Access to information and communication across vast distances and communication across languages are likely areas for research, development and innovation.

These factors will have an inevitable impact on languages worldwide, and certainly on Australia's linguistic resources. The potential for providing monolingual non-English television by cable or subscription, for instantly accessing specialised news and information services, and for accessing information in other languages is one prospect. Widening cultural, informational, educational and entertainment possibilities are likely.

However, the unplanned effects may be devastating for linguistic pluralism if it is unable to exploit the possibilities provided by technology. Linguistic homogeneity is at least as likely a scenario as plurality, particularly for Aboriginal languages which, to a large extent, have survived intact due to the remoteness of their community of speakers. The impact of technology and media on traditional culture could be equally devastating. Unless non-English-speaking, including Aboriginal, communities are empowered through public and private means, licensing, consultation and skills-training to utilise the communications technologies in languages other than English, the negative scenario is more probable. It is unlikely that control of technology and its application to Australian social and economic life is possible, and quite likely it is not desirable. Rather, it is more important to provide preparedness to use it to positive culturally and linguistically enriching ends.

With this general premise as a basis on which to proceed, this section now addresses the relationship between the media and languages.

(a) Australian English: the print and electronic media

(b) Australian LOTEs: the print and electronic media

  (i) Aboriginal languages
  (ii) Community languages

(c) The communication disabled and the print/electronic media

(d) The learning of languages using the media

(a) Australian English: the print and electronic media

The print and electronic media, along with the education system and important Government and authoritative and influential private bodies, play an important role in establishing and disseminating norms for English in Australia. The role of the media may perhaps be less directly associated with such endeavours, since, with some exceptions, its effect is less deliberate.

If less involved in determining norms of "correctness", the media is nevertheless critically involved in promoting the acceptance of particular forms, and especially in providing examples or models of pronounciation. Despite extensive exposure to British and American films and television in particular, the norms which are propagated throughout the media are, now, largely distinctively Australian.

The spread of the electronic media, particularly when Aussat is fully utilised, is likely to contribute to disseminating, further than ever, particular norms of usage for Australian English, although the commercial media especially are greatly influenced by other "Englishes", (West Coast) American particularly. Popular youth culture and commercial entertainment are both dominated by American forms of English. The English of many Australians who have learnt it in Australia as a second language is also an identifiable influence, although the level of influence of this and American English cannot be quantified easily.

Language use which is public is likely always to contain a tension between, on the one hand, expression which is constrained or disciplined by the need to enhance clarity, promote comprehension and form an example and, on the other hand, the freedom for creative expression.

Since for socio-political reasons prescriptive rules are undesirable, and for practical reasons such rules are unlikely to be effective, this policy can only exhort media spokespersons and organisations to distinguish between language intended to convey information which ought to be characterised by precision, clarity and simplicity, and more creative endeavours. Language directed at children and language used for instructional purposes ought to stress correctness, and promote this as far as possible. This, of course, is not to deny creative language use, especially where a particular register or style is appropriate, nor is it to imply overly formal and stilted language. Rather, it implies that attention should be paid to using clear and accurate language as models for children to emulate.

(b) Australian LOTEs: the print and electronic media

(i) Aboriginal languages
(ii) Community languages

The practice of Australian broadcasting and printing as far as LOTEs are concerned has changed significantly in recent years. Previous restrictions on advertising and other matters using LOTEs have been removed. In addition, unprecedented growth in the use of LOTEs for radio, television and newspapers has occurred in the last decade. These efforts are essential for the maintenance of LOTEs and also for their development.

> Thus, children's programs in LOTEs on television can contribute to updating the language of children of non-English-speaking background, providing them access to the real language of their peer group who speak the language natively, including idiom and fields of vocabulary. Adult programs have the same effect. The cultural effect is similar in that communities who have migrated to Australia and have had little contact with the country of emigration can update their knowledge of their society and their culture. This can assist in making their culture in Australia more dynamic and contemporary. It has often been observed that non-English-speaking communities in Australia can be cut off from cultural developments in the home country.

The impact on language is more evident. Apart from being an irreplaceable source of knowledge, information and entertainment, the media contributes to updating the language knowledge and disseminating new forms of usage and new norms. In this way, the language may be less likely to atrophy. When a language atrophies, borrowing from the socially dominant language is encouraged and this often leads to shift to the dominant language. For all these reasons, and because the electronic media do not depend on literacy levels in the language concerned, films, television and radio are useful factors in language maintenance and in vitalising Australia's linguistic resources.

Aboriginal languages are particularly vulnerable to extensive borrowing from English. Throughout history, languages have always borrowed from the languages which were dominant in a particular field at given times. This is not necessarily a problem, since the borrowings have usually been assimilated into the sound and grammatical system of the borrowing languages. English itself is the product of extensive borrowing from a range of other languages.

The modernization of Aboriginal languages "from within", by using the resources of the languages themselves to extend their use beyond traditional matters, is particularly important given the pervasiveness of the electronic media.

Technological advances clearly provide great potential for the supplementation of written information provision with oral provisions and, as such, can reduce disadvantages which accrue from illiteracy. At the same time the media is capable of "invading" domains which were the exclusive preserve of a traditional language bringing with it new values along with a new language.

Bilingual programs in schools are invaluable as a community resource in that they can provide ways for the production of literacy - based information in traditional languages for community pruposes well beyond the immediate needs of schooling. The language can be extended to "talk" about new things in new ways and authority roles can be respected. The electronic media can also be used creatively in such ways too.

CASE STUDY NO. 7:

CENTRAL AUSTRALIAN ABORIGINAL MEDIA ASSOCIATION (CAAMA)

NORTHERN TERRITORY

CAAMA receives funding from 15 agencies and also receives income from the sale of records, audio cassette, videos and TV programs. **CAAMA** is incorporated with an all - Aboriginal executive Committee of 12. It has a full-time staff of 23 and a part-time staff of 6.

CAAMA produces 81 hours of radio programs per week in five Aboriginal languages (Pitjantjatjara, Luritja, Eastern Arrernte, Western Arrernte, Warlpiri and Kaititj) plus English. The main transmitter provides coverage to the Alice Springs area with translator stations providing coverage to remote communities at Santa Teresa, Hermannsburg and Ali Curung.

Programs provide a news service every half hour (alternating languages), live talk-back sessions covering community issues, traditional stories, educational programs and community messages.

Educational programs on health, legal rights and other topics are broadcast in "advertising" format.

CAAMA produces video - taped programs for remote Aboriginal communities, including a monthly Aboriginal languages "Video Magazine" of news, information and entertainment.

In late 1984 **CAAMA**, lodged an application for a Regional Commercial Television Service, recognising the needs for television services to be provided in a way appropriate for Aboriginal communities, and to give the Aboriginal people some control over TV program content. The application aims initially to provide 56 hours per week of programming with a specified minimum in Aboriginal languages.

The **CAAMA** application, on behalf of Imparja Television, assisted by a $2.5m grant from the Australian Bicentennial Authority and with other funds from the Aboriginal Development Commission and the South Australian Government, was recently allocated the fourth Remote Commercial Television Service licence by the Australian Broadcasting Tribunal.

The impact, therefore, of the media and communications technology generally on the prospects for the survival of languages is ambivalent. If the new developments can be adapted to uses which enable traditionally-oriented Aboriginal communities access to training to use these developments, the impact may well be positive, extending the uses of the languages and enabling them to carry qualitatively different information.

As far as non-Aboriginal community languages are concerned, the devlelopments in modern communications technologies may be enormously beneficial for enabling young and older people to extend their knowledge of their language to embrace the idiom, vocabulary and styles which it generally uses, and their preferred peers' use in particular.

In this way the recreational and educational opportunities are magnified, the esteem in which the language is held can be heightened and its utility enhanced. Such outcomes are likely to be conducive to the maintenance and development of the language concerned. Such uses of technological advances are especially promising for Australian "minority" languages and for those linguistic communities which have restricted contact, usually for political reasons, with the "home country".

(c) The communication disabled and the print/electronic media

The print and electronic media are potentially liberating influences on those many people suffering from disabilities generally referred to as communication handicaps. These include blindness, with its impact on literacy, deafness, with its impact on oral communication, and speech disorders.

Technology can be used to target specific communication needs very accurately. For example the use of radio and cassette materials can provide access for the print handicapped to a vast range of information and entertainment. The potential isolation of deaf people can be substantially reduced by the use of hearing aids, captioned television, and teletext and caption decoders. Computers are another example of technology with a potential but largely unexplored impact on people with communication disabilities.

These issues have been addressed in some detail in three recent reports (Senate Committee, 1984; ASTEC, 1985; and the Report of the Handicapped Programs Review, 1985). The recommendations made in these reports regarding communication disability are specifically endorsed here.

- Policy action strategy

The ACALP should convene a Standing Committee on Language Services and the Communication Disabled. The membership of this body will be draw from key peak organisations with an interest in the communication disabled. This Standing Committee will consider the language needs of the communication disabled in greater detail, particularly their needs vis-a-vis the print and electronic media.

(d) The learning of languages using the media

Language learning is an interactive process. The media can, at best, provide slow interaction. It is unlikely, therefore, ever to be a substitute for interpersonal learning of languages. However, the media are able to be used very effectively to supplement learning which occurs already and to complement, extend and diversify the type of learning which occurs, thereby assisting students' motivation and increasing the quality and quantity of the input they receive in the language being studied.

CASE STUDY 8: LANGUAGE LEARNING IN THE WIMMERA: VICTORIA

- Small numbers of geographically distant students can be linked to a central teaching point through the innovative use of technology, as is currently happening with community language learning in the Wimmera.

- The Wimmera community language program was established in response to Ministerial Paper No. 6 ("to acquire proficiency in another language used in the Australian community") and the Blackburn Report ("to implement and evaluate electronic means of expanding the curriculum range available to students attending schools in rural areas"). This project was set up by the Victorian Ministerial Advisory Committee on Multicultural Education .

- Three tasks were set for the Wimmera community language program:

  - to identify the types of programs required in the region and the locations for their conduct;

  - to determine the type of equipment which could most adequately enable the identified programs to be conducted; and

- to trial various program types and evaluate their effectiveness.

- A range of provisions have thus been made by the coordinator for community language learning in the Wimmera:

1. Larger schools such as a primary school in Horsham with 281 students: each student from Prep to Year 6 receives one session of Italian per week. The visiting teacher of Italian is accompanied in class by the regular class teacher.

2. In smaller rural schools, with no access to visiting resource people (because of distance and expense), the teacher at one location is linked with the class at another, using a DUCT tele-conferencing system. This converts a normal telephone call into a group participation activity. The teacher's voice is heard on a speaker and the children have microphones to return communication. The class is also linked to the teacher by facsimile. This permits teacher and students to transmit a page of written or graphic material in 20 seconds. Supplementary material, class exercises, corrected scripts, etc. can be transmitted in conjunction with tele-conferenced lessons.

   Classes where isolated students are linked to specialist teachers are being conducted in:

   - French (Prep, Years 1 and 2) at Quantong, a rural primary school with 29 students;

   - German (Years 9 and 10 at Dimboola Memorial High School and an evening class of adults at Kaniva).

   Classes in different schools may be linked using this technology also. For example, Hopetoun High School French classes are sometimes linked to a much larger class at Ararat High School, 250 km away. This is particularly valuable for oral language practice.

Television and radio on their own can provide additional input to learners and can assist language maintenance efforts by helping to update language knowledge. However, technology applied to classroom situations, particularly in distance education, can allow the concentration of resources in particular areas and their dissemination to learners in a widely dispersed geographical zone. This can permit a wider choice of languages to be offered, small groups of interested students to have their curriculum options widened and greatly diversified modes of teaching to be employed. Computer assisted learning can allow students to supplement teacher-directed content with student-directed learning, revision and exploration. The renewal of language education which is called for within this policy can be greatly invigorated by exploiting the possibilities which modern technologies offer. By doing so, these technologies, especially computer software, can be made to be responsive to demands made on the basis of educational criteria, rather than allowing less pedagogically based considerations to influence curricula.

(e) Conclusion

In unplanned ways the media impacts on the informal learning of languages, especially English. It is important that the ACALP, in pursuing its work of attending to the implementation of this policy, pay systematic attention to the possibilities which modern technologies offer for planned education, specifically:

(i) the opportunity for creative use of technology for language maintenance, extension and learning in a wide range of languages.

(ii) the provision of appropriate information to the "information-poor"

II-C-3 Public Libraries

Public libraries are important, relatively easily accessible institutions which offer, free of charge, materials and services of great importance to language policy. The Department of Science's National Information Policy (1985) recognises the role and importance of libraries, as the nation's most widely used information service other than the media, particularly for ordinary citizens.

Public libraries have really existed in Australia in any numbers only since the middle of this century. About 96% of Australians now have access to this network of public libraries, with about 1,500 public libraries around the country. These libraries are a major resource for the whole community, although only about 30% of the population regularly uses them. Community involvement in libaries has been substantial in areas such as local history, but multilingual work through the library network is inadequate. Nevertheless, libraries are flexible institutions with great potential to adopt a changing role within modern society.

Libraries have a major role to play in the informal education sector, which encompasses all non-institution-based learning. Informal education is an avenue for improved access to education, since many people find formalised education unsuitable.

The relationship between libraries and language can be seen in a number of ways. Libraries, uniquely, have the potential to cater for the information and recreation needs of those who are disabled in ways related to language (the blind or partially blind, through talking books, and the deaf or partially deaf) and for non-disabled people who do not speak English or who prefer to consult written or audio material in a language other than English. In addition, libraries can and do play an important role in supporting, even in activating, language learning, whether this is of English or languages other than English, and of providing valuable assistance in the maintenance of non-English languages.

For English speakers, libraries fulfil all these and other functions as well.

The role of libraries in relation to language policy is considered under the following headings:

(a) Services and holdings
(b) Personnel
(c) Services and holdings of language materials for English and literacy
(d) Services and holdings of language materials for learning languages other than English

(e) Holdings in languages other than English
(f) A program of support

(a) Services and holdings.

Over recent years the role of public libraries has altered. Libraries are tending to become much more actively involved in community and social issues by attempting to analyse community needs and service these needs. This has resulted in the diversification of library functions and in ways of delivering library services. In conjunction with the more traditional role of provider, somewhat passively, of book materials, libraries increasingly are becoming active in organising exhibitions and functions, stocking non-book materials and audio non-written materials, in generating interest in library holdings, in analysing the fit between the communities' needs and characteristics and the nature of the library stock, in actively taking library services to the disabled, the house-bound and to work places, and so on. It is highly desirable that such a proactive role continue, since libraries are public institutions supported by public funds, and yet usership of libraries tends not to be representative of the public and its language needs. The languages policy endorses the diversification of the holdings of libraries in Australia and the expansion of its role to include more creative ways of providing the services and promoting access to its materials.

The traditional role of libraries as holders of vast quantities of materials remains important. However, the sharing and mobile provision of holdings is essential, so that the repository of language material at a wide range of levels and interests can be responsive to the sociological and linguistic make-up of the population which libraries ought to serve.

(b) Personnel:

Active efforts need to be undertaken to provide professional development for library staff in the provision of services to the disabled and minority language groups. In addition, the positive recruitment of bilingual staff is highly encouraged. Libraries ought to co-operate in the sharing of staff specialised to provide services in languages other than English.

(c) Services and holdings of language materials for English and literacy.

The objectives of adult ESL in Australia focus on the provision of courses which are appropriate to the needs and circumstances of the learners. In addition, they seek to provide initial learning/teaching opportunities and to encourage the learners to develop skills for continuing their English learning autonomously. Many adults are inhibited in formal learning situations. Libraries could increase their role in adult English language work. Firstly, it is necessary that library staff are conscious of the needs, are aware of the literacy and adult ESL services provided, their objectives, methods, successes and limits. Then it will be necessary for libraries, in close collaboration with adult literacy personnel and adult ESL services and teachers, to design and implement appropriate provisions, including courses and individualised assistance, so that adults learning ESL and seeking to learn to read/write or to improve their literacy levels can be provided with adequate, appropriate materials and assistance. The very nature of libraries and their outreach services makes them uniquely well-suited to responding to the autonomous learning needs and desires of many adults. A specific targetted plan is required, worked out in conjunction with adult ESL and literacy services, to complement their work.

Children who are ESL learners can also be provided with similar assistance. Although it is undoubtedly already occurring, there needs to be a systematic investigation by library personnel in collaboration with ESL and ESD teachers in schools of the language backgrounds and needs of students, so that both autonomous and guided assistance with ESL can be provided and suitable materials located and promoted.

(d) Services and holdings of language materials for learning languages other than English.

Both the services and holdings of libraries for learning languages other than English can serve to meet the demand which can be expected to increase. Libraries, in consultation with local schools, can actively support the language learning efforts of formalised instruction, as well as the less formal instruction of adult classes. Many professionals undertake courses in a language of their client community and may require specialised dictionaries and literature. Language learning materials are necessarily different from the materials requested by speakers/readers of the particular language. Since school curricula frequently involve the local production of materials, liaison between libraries and school second-language teachers can ensure that the holdings complement the activities, goals and methods of school programs.

Vietnamese Australian children at the Narrabundah Public Library, Canberra.
(AIS photograph by John Houldsworth).

(e) Holdings in non-English languages.

Apart from the important objective of providing written and audio material to meet the information and literary recreational needs of the non-English-speaking communities, libraries can assist in the maintenance of languages other than English as well. Present holdings of non-English materials of all forms are inadequate and need to be substantially upgraded. This needs to occur, however, in consultation with the non-English-speaking user groups so that their precise needs and requests can be catered for, and to prevent waste. To avoid duplication and to promote sharing, different libraries will need to assist, perhaps by each specialising in particular languages, ensuring there is knowledge of each other's non-English language holdings, and by sharing these. In addition, libraries should specialise in cataloguing designated languages. Similar co-operation with institutions or communities which have specialised holdings or holdings in particular languages will be beneficial. The needs of small minority language groups and of the geographically dispersed ones should not be neglected. Nor should the needs of speakers of Aboriginal languages, who may require or benefit from written or audio (and audiovisually) provided material in their languages.

(f) A program of support.

That libraries, guided by the National and State libraries, and in consultation with all relevant user groups, develop a plan to:

- increase stocks of materials in languages other than English, to provide both for advanced learners of those languages as well as the community of readers of those languages in Australia.

- to increase holdings suitable for learners of both English and other languages.

- to continue to diversify materials stocked, through the provision of talking books, etcetera, to maximise access to libraries for the illiterate and the print-handicapped.

This plan is to explore the potential of libraries to offer assistance to business personnel by providing specialist literature, information and exhibitions on Asian languages, business culture and trade, in conjunction with Australian trade personnel and offices overseas.

A staged program permitting sources to be established and secured and consisting of $1.0m in each of three years 1987-88, 1988-89 and 1989-90 ought to be be provided for this purpose. This program may be seen as a once-only initiative to accompany the national languages policy.

The ACALP Standing committee on Language Services and the Communication Disabled is to have a joint nominee of the Library Association of Australia and the Australian Advisory Council on Bibliographic Services.

II-C-4 Language Testing

Judgments about proficiency in language are made in a wide range of areas. Some of the largest programs of Commonwealth education involve proficiency assessments e.g. the Adult Migrant Education Program and the English as a Second Language Program. In addition there is testing of overseas students to ascertain English levels prior to study in Australia, testing of overseas-trained medical professionals, testing of interpreters and translators, testing of people to operate machinery and understand safety instructions which inevitably involves language.

Present arrangements are unsatisfactory. This section of the policy proposes the establishment of a national languages testing co-ordinating unit. It is proposed that the unit operate on a cost recovery basis.

(a) Proficiency measurement

Teachers, linguists and educators frequently see language proficiency measurement as problematical. A major difficulty is how to extrapolate from a sample of a speaker's performance in order to make reliable statements about the speaker's overall competence. Performance in any language, but particularly in one being learned or which is imperfectly known, is known to be variable according to particular skills or knowledge, different linguistic tasks, different topics, the levels of cognitive demand involved in given tasks, the situations in which testing occurs and stress. Administrators, the wider community and policy makers frequently see proficiency measurement as essential. It is difficult to justify continually allocating resources to programs without indicators of progress and learning. Performance indicators are necessary to assess the relative claims on limited resources so that only the most effective programs and initiatives are supported.

The critical problem in the measurement of proficiency is defining precisely what is being measured. There have been major changes in the techniques of measurement of language skill and knowledge over recent years. These changes have usually been associated with different ideas about language itself. The instruments used in the assessment of proficiency and the ways in which this is described have reflected different beliefs about language. There has been a steady evolution punctuated by some dramatic changes in this area. Earlier emphases on measuring the assumed components of proficiency (grammar, vocabulary, pronunciation) in an objective, "discrete point" format have given way to more direct measurement of communicative behaviour using authentic tasks, and often involving face-to-face interviews. The most useful testing involves the adoption of techniques from all periods of testing so that validity and reliability are ensured (Spolsky, 1979; Canale and Swain, 1980; Kalantzis, Cope and Slade, 1986).

(b) Testing at present

English language tests are developed and administered by a number of government bodies. The Commonwealth Education Department administers its Short Selection Test (SST) to intending private overseas students and to potential sponsored students. Between January and October 1986 the SST was administered to 6,776 candidates overseas. The SST is designed to measure English proficiency levels to ascertain its adequacy for such students in trade-related, tertiary and senior secondary study in Australia. Australian residents of non-English language background may be asked to sit for similar tests. The Combined University Language Test, for example, was developed and is administered by the Institute of Languages at the University of New South Wales is used to assess about 600 candidates per year in Sydney. Others use the Australian Second Language Proficiency Rating Scale (ASLPR). The Council on Overseas Professional Qualifications' English test is administered to about 800 overseas qualified professionals - mainly doctors - in the medical professions. This test attempts to measure language suitability for professional practice or suitability for subsequent specialist knowledge testing.

The Department of Employment and Industrial Relations also tests the English of about 500 people per year. This is an informal and somewhat subjective test.

The National Advisory and Accreditation Authority for Translators and Interpreters (NAATI) administers tests to about 4000 candidates, in 20 languages, each year. NAATI tests to accredit translators/interpreters and consequently is concerned with proficiency levels in, at least, two languages, one always being English.

The Review of the Commonwealth ESL Program for children (1984), and the Campbell review of the Adult Migrant Education Program (1985), called for the development of an index/factor to measure proficiency and the application of this to the allocation of funding to the States and Territories. The Public Service Board pays a Linguistic Availability Proficiency Allowance (LAPA) based on NAATI levels.

(c) Reasons for a unit

There is practically no co-ordination of effort in the testing of language proficiency. There is little information available to guide those who assess proficiency in language as to the construction of test instruments to ensure validity, reliability and fairness. Sometimes inappropriate instruments are used. Testing is often not an activity in which the various bodies which need to test have any particular expertise. Consultants are only sometimes engaged to advise on testing and to design, administer or analyse the results from tests.

Unfortunately there are problems of duplication of effort, problems of credibility and face-validity problems with some tests. Many tests are incapable of making the finely graded discriminations required for assessing suitability for tertiary study or professional accreditation.

Since important decisions about the employability of people, their access to tertiary education or admission to courses of study in Australia on a full-fee paying basis are made on such tests it is important that they be, and be perceived to be, fair, reliable and valid. It is also important that they be as simple and easy to administer as possible.

(d) The language testing unit

A language testing unit is proposed to overcome the difficulties identified above. Its purpose is to concentrate expertise in the development of Australian tests of language for academic, occupational and other purposes. The unit ought to form part of the Commonwealth education portfolio initially but operate under the auspices of the ACALP. It would ultimately be located within the national key centre on Applied English as proposed above (II B).

It would employ a small number of specialist language testing staff responsible for co-ordinating and developing tests as required by public and private bodies, for use in Australia and overseas. The unit could relieve NAATI of the task of accrediting for LAPA payments. It would seem essential that all bodies which currently test are able to contribute submissions on their needs, present resources and future plans, so that the establishment of the Unit can take these into account. It is also important that longer term studies be conducted to establish the predictive validity of a range of proficiency tests.

In addition to designing tests the unit would co-ordinate marking, publishing and disseminating information to prospective candidates and the provision of "follow-up" advice.

A fee comparable to the fee levied on candidates of the TOEFL test (Test of English as a Foreign Language of Princeton University) for foreign students wishing to study in the USA ought to be levied.

In the medium term the unit would seem to have the potential to be substantially, possibly fully, self-supporting. An estimated 10,000 people in Australia and overseas sit Australian language tests annually. Its establishment cost would be approximately $250,000 per annum. With approximately 10,000 tests per annum a $50 levy per test would recoup initial costs.

Australia's growth as a provider of English as a Foreign Language courses and English-medium tertiary education to fee paying overseas students would be enhanced and facilitated by the services such a unit could provide. More importantly, however, accurate and reliable testing would enhance the reputation of Australian education since appropriate placement in tertiary education could be assured and a range of fair and objective testing for Australian children and adults could be developed for use in ESL, interpreter/translator and other professional and academic fields.

II-D ADVISORY COUNCIL ON AUSTRALIA'S LANGUAGES POLICY

This section sets out in detail a structure for ensuring that the diverse elements of language considered in this policy are co-ordinated and integrated. The structure is proposed in two stages allowing for needed preparatory work to be done in some areas prior to full operation.

This structure has been devised to concentrate resources so that its establishment is relatively inexpensive and to harmonize community needs and demands with national objectives and requirements.

The Advisory Council on Australia's Languages Policy ought to have four standing committees and temporary task force committees and Associated Centres.

The temporary committees shall be allocated specific tasks whose completion will constitute the termination of the committee. On the establishment, in time, of the proposed key centres on language, teaching and research, they shall be designated Associated Centres, charged with the implementation of key aspects of the policy and granted membership of ACALP when they are fully operational.

Standing Committees

- ENGLISH AND LEARNING
- ABORIGINAL AND ISLANDER LANGUAGES
- LANGUAGES OTHER THAN ENGLISH
- LANGUAGE SERVICES AND THE COMMUNICATION DISABLED

Temporary Committees

- ADULT LITERACY ACTION 1988 CAMPAIGN
- TEACHING ENGLISH AS A SECOND LANGUAGE - COORDINATING COMMITTEE

1. Terms of reference

The terms of reference for ACALP shall be:

- To convene a Spring, Summer, Autumn and Winter meeting each year
- To provide advice to government on the implementation and further development of the national policy on languages
- To ensure the coherence of the work of the standing committees and temporary committees
- To provide a forum for discussion of language issues
- To keep abreast of international developments on language issues
- To issue a newsletter subsequent to each meeting

- To produce an annual report for all its operations, including the standing committees, for presentation to parliament
- To co-ordinate national activities on language issues.

During 1987/1988 the ACALP shall specifically address the following questions as well:

- the detailed elaboration of the proposal for key centres of language teaching and research
- the development of the plan of implementation of the Adult Literacy Action campaign for which the ACALP shall constitute a temporary committee.
- It is recommended that $5m be made available in 1987/88 for this campaign which is to be implemented on the expert advice and guidance of adult literacy groups.
- The overseeing of the programs recommended under English for All, Aboriginal and Torres Strait Islander Languages, and A Language other than English for All, through their specially - constituted Standing Committees
- The ACALP is to encourage all State/Territory Governments and all Commonwealth Departments to address the application of the principles espoused in this policy in their programs and practices
- The convening of a committee to co-ordinate ESL activities at the national level.
- The identification of gaps and needed improvements in the national languages policy and proposed actions in such areas.
- The question of the role and directions of the Bicentennial Foundation as described under II-B.
- The desirability of the establishment of a National Advisory Committee of the Deaf and the role and composition of such a body.
- The standardisation of Australian English and the adequacy of current activities in this field.

2. Membership

1 Chairperson : a distinguished applied linguist with substantial practical and theoretical work in Australia on the issues covered by the policy.

4 Chairpersons of the standing committees: English and learning; Aboriginal and Torres Strait Islander Languages; Languages other than English and Language Services and the communication disabled

2 chairpersons of temporary committees: Adult Literacy Action 1988 Campaign; TESL Co-ordinating Committee.

Nominees of:

1 Applied linguistics Association of Australia

1 Australian Federation of Modern Language Teachers Associations

1 Australian Teachers Federation

1 Federation of Ethnic Communities Councils of Australia

1 Overseas Operating Departments

1 Asian Studies Council

1 Australian Linguistics Society

1 Australian Deafness Council/Concerned Deaf Group

2 Parliament

1 National Aboriginal Education Committee

1 National Advisory and Co-ordinating Committee or Multicultural Education

2 Co-opted members as determined by ACALP

Eventual membership of the ACALP by the key centres in language teaching and research.

The English and Learning Standing Committee was described under Section II-B-1 above.

The Aboriginal and Torres Strait Islander Languages Standing Committee was described under Section II-B-2 above.

The Languages other than English Standing Committee was described under Section II-B-3 above.

The Language Services and the Communication Disabled Standing Committee is to be established by the ACALP to represent the areas of application of the policy described under II-C above. The specific task to be allocated to this Standing Committee is to address the growth of interpreting/translating, libraries and media services with specific attention to the needs of the Communication Disabled.

3. Standing committee operations

The Standing Committees shall meet bimonthly or at least five times annually. They may convene ad hoc work groups, specific purpose temporary task forces or subcommittees as judged necessary to discharge the responsibilities of the Committee. Up to 3 persons may be co-opted to the Standing Committees.
$100,000 is already available for the 1987 calendar year meetings of the ACALP.

II-E SUMMARY AND RECOMMENDATIONS

The National Policy on Languages is contained in a report which is divided as follows:

Part one is a rationale for having a national policy on language issues.
Part two is the policy itself, containing recommendations for implementation.
Part three consists of the contributions of the States and Territories.
Part four is the bibliography.

Rationale

First, the activity of language policy formulation in the Australian context is discussed. Such an activity is known as language planning when explicit statements and programs are made and enacted to respond to urgent problems of a linguistic nature. Choices and priorities need to be made and set since language pervades all of public and private life. The context means that the federal nature of Australia, consisting of at least eight governments, influences the type of language planning possible in Australia. Therefore it is necessary that broad statements with clear principles be enunciated so that the language problems which face the country as a whole can be tackled at the various relevant levels by the appropriate authorities.

These principles are that the nature of language as dynamic and arbitrary needs to be acknowledged, as does the need to enhance levels of competence and standardization to achieve better communication. The different languages spoken in Australia are recognised. Other principles relate to the need for a balanced, comprehensive and just approach to language issues.

The language problems which the policy must address are:

- the overcoming of injustices, disadvantages and discrimination related to language
- the enrichment of cultural and intellectual life in Australia
- the integration of language teaching/learning with Australia's external (economic and political) needs and priorities
- the provision of clear expectations to the community about language in general and about language in education in particular
- support for the component groups of Australian society (ethnic communities, the deaf and Aboriginal groups), for whom language issues are very important, with recognition and encouragement, and guidance in attempts to link technology and language use and learning.

Following this introductory section which outlines the principles and approaches of the policy, there is a descriptive section on Australia's linguistic demography. Briefly, this refers to English as it is spoken in Australia, the situation of Aboriginal languages, the widespread linguistic diversity of Australia due to the post-war immigration program and the languages which Australians have traditionally studied.

The next section is primarily statistical. Bringing together both domestic and external needs, this part of the rationale puts together data on the language problems which confront Australia. These are the problems which need a coherent overall policy so that they can be tackled adequately.

Briefly summarised they are as follows:

English:

- Inadequate past attempts to tackle adult illiteracy levels
- Persistently high levels of inability to use/comprehend English among recent and long-standing immigrants
- Deficiencies in English as a Second Language for children

Languages other than English:

- Very few English-speaking Australians acquire second languages
- Declining numbers of schools and students teach/learn second languages
- Only a tiny proportion of students study a language of Australia's major trading partners
- Only 14.6% of boys study a second language, whereas 20% of girls do so
- Smaller schools, rural schools and schools with low numbers of non-English-speaking background students are much less likely to be teaching second languages
- Almost half of all Australian students NEVER study a second language for any period of time at all
- HSC levels of study for second languages have declined to about 12% compared to over 40% over two decades ago
- The tertiary sector greatly over-emphasises literature as distinct from practical communication skills. The language student numbers at tertiary level are very low
- The after-hours /insertion modes enrol very large numbers of students in language classes; these have greatly increased in recent years
- Research shows that there are substantial levels of movement away from the use of languages other than English by the second generation in immigrant families, although strong attachments remain to the language their families use and with which they identify

- In the case of Aboriginal languages such shift often signifies the death of the languages. Currently about one language per year becomes extinct. Only a small number of Aboriginal languages remains viable. Aboriginal communities sometimes identify with a creole as a marker of Aboriginality but the cultural significance of traditional languages is very strong.

Tourism

- Tourism is a major potential revenue-generating source for Australia. International visitors from Germany and Japan are among the "above-average" expenditure groups, and the Japanese are the most promising future source country. Interpreting/translating services need to be brought into line with such needs.

Interpreting and Translating

- Significant unmet needs exist for ethnic minorities, especially in situations of stress (for example, medical and legal situations) where otherwise adequate English levels have been found to be inadequate. The great bulk of the post-war migration group now finds itself as an ageing population, frequently reverting to the use of the first language only. Similarly there are unmet needs for the deaf, for Aborigines and also for servicing the tourist industry.

Data are also provided about the media, both print and electronic and public libraries in relation to languages.

The section entitled "Dimensions and Justifications for Second Language Learning" discusses four major social goals connected with language teaching and learning which justify major efforts to improve Australia's present situation.

Enrichment:	cultural and intellectual
Economic:	vocations and foreign trade
Equality:	social justice and overcoming disadvantages
External:	Australia's role in the region and the world

Enrichment is the traditional justification for teaching second languages. Essentially the arguments which have been put in the past are still valid, but the cultural and intellectual reasons are now both more immediate (because of immigration, greater travel and advances in communications technology in particular) and better researched. The evidence for the intellectual benefits for children from bilingualism is strong. However sound educational programs where two languages concerned are highly valued are needed to produce such benefits. Culture and language are very closely connected with languages revealing much about the cultures which produce and sustain them. Such benefits and values apply to any language and to all children. Most education systems in the world give a prominent place to language learning. Australian children would be disadvantaged by a monolingual education, especially when the domestic potential for encountering and using second languages is so great.

Economics: this section contains many quotes to show that other major English-speaking countries recognize that depending only on English in the world of business can be a major disadvantage. Australia's trade is mostly conducted with non-English-speaking countries, particularly Asian countries. The link between economics, trade and languages is not a simple and direct one, since languages are not only useful in negotiations - sometimes indispensible to avoid dependence - but also in getting to know markets, predicting demand for goods and services, ways of marketing and so on. Other economic dimensions of languages are Australia's role as an education provider for the region and the use of languages as an ancillary skill in servicing the multilingual community which is present day Australia.

Equality: this section deals with the correlation between social inequalities and language. These relate to the employment and occupational disadvantages of limited-English-speaking Australians and the educational problems which correlate with level of English. In addition, non-standard and dialect forms of English speech are stigmatized and denigrated and so are other languages, particularly Aboriginal languages. Deafness and other communication disabilities also produce disadvantages in the information-dependent society towards which present-day Australia is evolving.

The final dimension is the external one. This deals with Australia's role in the Asian-Pacific region of the world particularly, but with the rest of the world more generally.

The last part of the rationale deals with four areas of concern to planning. Firstly, an attempt is made to show that the "needs" of the nation and the community are "inter-dependent" rather than conflicting. Secondly, the standing of English as a major world language is addressed in both economic terms and in terms of population projections which show a range of other languages growing at a much faster rate, in first language terms, than English. Thirdly, the prospects for maintenance or loss of minority languages are considered. A brief concluding sub-section mentions the need for co-ordination of effort on language planning work in Australia.

Policy

The policy contained in the report is discussed under the headings:

- the status of languages
- the teaching and learning of languages
- language services
- Advisory Council

Some sections contain case studies which illuminate the discussion and help to increase the practical orientation of the document overall.

Section A deals with the status of languages in Australia. It begins by stating that legislative action on this matter is undesirable and inappropriate. Although English is Australia's de facto official language, it has no legal status. The policy asserts that English is the national language of Australia, that Australian English is the uniquely Australian way of using English which ought to be used with confidence here and overseas, and that the social dialects of English in Australia serve valuable group identity functions for their speakers. Education must aim to enable such speakers to add standard English to the forms of language they speak and know or else they will inevitably be subjected to social and economic penalties in this society. The need for public authorities to use plain English, to reject sexist and racist language and, also, to continue the practice of using Aboriginal place names are all mentioned.

Aboriginal and Torres Strait Island languages, as well as creoles and pidgins used by them, are acknowledged to be legitimate forms of communication, appropriate for communicating information about government services and programs. In addition, the very poor level of awareness of such languages and their stigmatization and denigration by non-Aborigines is deplored. Other questions relating to their status are considered.

Other languages used in the community by ethnic communities and by the deaf are similarly recognised and discussed.

English for all

1. English Language and Learning Project (ELLP)

   That the Commonwealth Schools Commission establish an inservice education, professional development and materials development program combining the Early Literacy Inservice Course and the Basic Learning in Primary Schools Program. This is to be offered to teachers from the infants to junior secondary school levels inclusive. That prominence be given to dialect and second language aspects of English learning as well as stress on functional development in English.

   Although the majority of the targeted teachers for participation in this course ought to be English teachers, specific attention ought to be given to the active recruitment of subject teachers so that a focus is allocated to different curriculum areas over time. For example, for 1988, science and mathematics teachers, including advisory and subject association representatives, ought to be encouraged to participate. This project is to be subject to continuing monitoring and evaluation.

2. The establishment of a key centre of applied English language research and teaching. This ought to be canvassed by the Commonwealth Tertiary Education Commission in its forthcoming triennial report and is to follow the issuing of invitations to tertiary institutions for proposals. The centre is to be expressly concerned with ESL for children and adults as well as other English language development issues. It is probable that a consortium within one city would be required, capitalizing on the different strengths in existing institutions.

3. The establishment of a standing committee on English and Learning of the Advisory Committee on the Australian Languages Policy (ACALP).

A key and urgent role of the standing committee is to develop and disseminate national guidelines on language in teacher education for discussion and, ultimately, for implementation by teacher education authorities.

4. That ESL for children be recognised as an integral part of all English language development.

The New Arrivals component of the Commonwealth English as a Second Language Program ought to be expanded so that eligible students are able to participate for up to 12 months in intensive English. This participation ought to consist of two types of experience: intensive learning of English in language centres and intensive learning of English in schools. The time allocated to each is to be determined at local levels according to the needs of the students. Such students ought to be offered a broad curriculum and this will necessitate some instruction in the mother tongue where this is possible to arrange.

The General Support element ought to be expanded and reconceptualised as a professional development program. Whilst continuing primarily to employ specialist ESL teachers, a significant emphasis is to be placed on the extension of their role as resource personnel, in team teaching, curriculum and materials development work with generalist and other subject teachers. This will require attention to specialist and generalist ESL teacher training, in accordance with the recommendations of the 1984 "National Follow-up Conference on TESOL Teacher Education". A major focus of this program is to be English for Academic Purposes for senior secondary ESL students and the stimulation of language across the curriculum approaches, as well as the integration of new arrivals, subsequent to their participation in intensive English, into regular schools.

5. That the Commonwealth Schools Commission finalise the development of the index of needs for funding allocation, evaluation and accountability purposes, as well as for curriculum planning purposes as recommended by Campbell and McMeniman (1985). An express focus of this is to describe attainable objectives for ESL under different conditions and programs.

6. That the ESL program for children develop triennial plans and issue these for discussion and comment in each year of their implementation.

7. Adult ESL Learning

(a) The development of an index of needs for funding allocation, evaluation, accountability and curriculum planning purposes is required for adult ESL learners, both immigrant and Aboriginal.

(b) This policy strongly endorses the implementation of the recommendations of the review of the Adult Migrant Education Program (Campbell 1985).

(c) There is a need for greater co-ordination of all programs for adult ESL learners at the Commonwealth level.

(d) There is a need to integrate adult ESL learning with the range of pre-vocational, vocational and recreational course offerings of the TAFE sector and the course offerings of other adult education providers.

(e) The ACALP is to convene a TESL standing committee whose purpose it will be to bring together at a national level ESL providers both for children and adults so that maximum information exchange and co-ordination of effort and planning is undertaken. This is particularly important at the marginal levels of responsibility of different programs, for example, school ESL and the Adult Migrant Education Program, TAFE advanced English and the Adult Migrant Education Program.

8. Teacher Education

In its next triennial report, the Commonwealth Tertiary Education Commission should stimulate teacher training institutions to address the content of language in education programs, ensuring that all pre-service and inservice education and training includes components on language and learning, ESL and bilingualism. The national guidelines on language in education which were mentioned in 3. above are to form a basis for language education expectations in teacher preparation courses. Funds are to be allocated to stimulate specific initiatives in this area.

9. An independent expert panel should be established to review the accredited schools for EFL in Australia and Australian offshore offerings in EFL and supplement the present peer review available to accrediting authorities. The panel is to operate to maintain standards in EFL by advising relevant Commonwealth Departments. Australia should assist English language development in the region in the ways it is presently doing but needs to increase targeted aid, such as the provision of aid to provincial advisers/consultants who assist teachers in the region, by providing programs which link them with their peers in Australia.

10. Adult Literacy

It is proposed that a concerted and well-planned campaign be implemented during 1988 to attempt to improve levels of adult literacy.

Aboriginal and Torres Strait Islander Languages

11 A program of support for Aboriginal languages is proposed with a more specifically educational focus. This will consist of a three-year National Aboriginal Languages Project (NALP) to be managed within the Commonwealth Education Portfolio.

The NALP is to be seen as an educational program with the purposes of providing supplementary funding to initiatives in Aboriginal language education to State/Territory and non-government education authorities or school communities for projects.

The Commonwealth Schools Commission is to be requested to develop the specific guidelines, evaluation and other measures to enable the NALP to become operational efficiently.

The NALP ought to be responsible for the disbursement of the following amounts:

1987-88	$1.0m
1988-89	$2.5m
1989-90	$2.5m

through the Aboriginal Education Unit.

12. The Advisory Council on an Australian Languages Policy (ACALP) ought to constitute a standing committee to be serviced by the Aboriginal Education Unit. The standing committee is to be responsible for advising on the operation of the NALP, and for the facilitation and integration of developments in the Aboriginal languages area generally.

The composition of the standing committee ought to be devised by the National Aboriginal Education Committee, comprise a majority of Aboriginal people, and be chaired by an Aboriginal person with professional, preferably linguistic, training. The Australian Institute of Aboriginal Studies, the Aboriginal Languages Association, the NT Department of Education, the School of Australian Linguistics and Batchelor College ought to be represented on it. Torres Strait Islander representation is to be provided directly by educational advisory groups of the Torres Strait Islanders.

Other functions of the Committee shall be:

- to convene an annual workshop of Aboriginal language speakers, teachers and linguists involved in practical work relating to the recording and maintenance of Aboriginal languages;

- to identify and encourage relevant linguistic and/or educational research of a practical value for bilingual educational programs;

- to encourage and assist Aboriginal people concerned with language in the attainment of formal linguistic skills;

- to advise researchers and funding agencies of research priorities with regard to Aboriginal languages, including salvage and maintenance work;

- to monitor and advise on the provision of language services for Aboriginal clients;
- to represent the language interests of all Aboriginal people.

The Chairperson of the Standing Committee should be a member of the ACALP.

13. The Commonwealth Tertiary Education Commission ought to provide the appropriate funding for the establishment of a key centre of language teaching and research on Aboriginal languages. The base for such a centre ought to be the Batchelor College, Northern Territory, though it may operate a split campus arrangement with the Institute for Aboriginal Development in Alice Springs. The operation of this centre is to be negotiated with appropriate bodies. The centre is to be a national centre. An immediate priority for its work is to accelerate the training of Aboriginal bilingual teachers in remote areas, as well as on campus and to address bilingual education needs generally in its programs.

14. As part of the development of a language awareness program for junior secondary school level, the Curriculum Development Council ought to include Aboriginal language issues, including sociolinguistic and cultural questions, in a coherent course, using existing materials. This ought to be promoted widely and energetically among all language teachers and State/Territory government and non-government curriculum authorities.

A Language other than English for all

15. The Commonwealth Schools Commission ought to establish an Australian Second Language Learning Program. The ASLLP shall operate two funding schemes.

    (1) A contractual/agreement scheme directly with education authorities (70% of the funds).

    (2) A submission-based scheme (30% of the funds).

    The following arrangements with regard to the contractual/agreement scheme are desirable:

    > During early third term of 1987 (and subsequent years) a meeting of one representative from each education authority with appropriate CSC/Commonwealth Education/CDC officials take place. Each authority is to propose a small number of key initiatives.

    Desirably, these are to be presented as inter-systemic State or Territory proposals.

    The contractual/agreement scheme will involve three-year projects which the State/Territory or particular authority would propose.

The contract/agreement would involve:

- partial matching of funds in increasing proportions over time such that carriage of the project would be an authority responsibility at the termination of the period for which the contract/agreement is made, usually three years;
- the dissemination of detailed information on the progress, findings and outcomes of the initiatives at annual meetings convened under the auspices of the ASLLP;
- the carriage of projects on behalf of the nation such that major curriculum or materials development projects would be disseminated and shared widely on production.

It is important that the ASLLP be devised in such a way that only programs and initiatives which stress excellence are supported.

Each State/Territory should be supported for initiatives to which an undertaking is made for continuity and levels of matched funding. A maximum of three projects/programs per State/Territory seems desirable.

ASLLP funds

1987-88 : $7.5m
1988-89 : $7.5m
1989-90 : $7.5m

The submissions-based scheme would comprise 30% of the funds of the ASLLP. These would be advertised publicly. Grants ought to be made on an annual non-renewable basis to support innovative or high quality projects in language education in States or Territories.

16. ACALP is to convene a Languages other than English Standing Committee.

This Standing Committee of the ACALP is to convene an assessment panel along with representatives of the Commonwealth Schools Commission, to assess the proposals and recommend projects for funding.

17. Key Centres of Teaching and Research into Language

During the next triennium of funding the CTEC ought to provide additional tagged funds for the establishment of key centres of research, teaching and information on language. These are to deal with the following areas:

(a) Aboriginal languages and Bilingual education.

(b) An Institute of Community Languages.

(c) An applied English Centre.

(d) One Centre whose responsibilities it will be to provide intensive, continuation and refresher language training for the Australian representatives overseas.

(e) The establishment of a national clearinghouse on language teaching, research and information, assessing curriculum data bases.

(f) A centre offering a program of education for the deaf at tertiary level, using sign language, particularly in courses for professional training in education.

(g) Specific tagged funding to tertiary institutions which undertake to offer or extend present provisions in teaching the Asian langages in the category of languages of wider learning, offering practical language education and the possibility of combined specializations in economically related areas.

The ACALP is to be requested to consider further the establishment of these centres and report to the Commonwealth Government following its Winter 1987 meeting with a more definite listing and detail.

18. The Australian Bicentennial Authority has decided to endow a broadly-based foundation with multicultural aims. Such a foundation could contribute significantly to the objectives of this policy, particularly if it were to specify that its aims and objectives could be achieved through languages. It is recommended that the ACALP address the potential role of such a foundation for languages in Australia. It is desirable that the government make a financial contribution of approximately $1.0m to the foundation on condition that it be entitled the Bicentennial Languages Foundation and that it operate to the advantage of Australia's linguistic resources and their interconnection with cultural diversity and pluralism. The ACALP ought to address this question at its first meeting.

19. Teacher Development

In its next triennial report, the Commonwealth Tertiary Education Commission should stimulate teacher training institutions to address the teacher education proposals outlined in "Teacher Education, Recruitment and Employment", for teachers of languages other than English.

Funds are to be allocated to stimulate specific initiatives in this area.

20. The Commonwealth Schools Commission ought to elaborate the proposals made on "ethnic schools" under the section "Choosing the Languages", renaming them Part-Time Community Language Schools and, in consultation with the standing committee of ACALP, make financial and administrative recommendations to the government as soon as possible.

21. The Curriculum Development Council is requested to address the matters referred to it, specifically the expansion of the ALL Project, the year 12 assessment project and the development of guidelines and models for language awareness programs at junior secondary level as described under the section entitled "Choosing the Languages" and elsewhere in the report.

22. The Australian Education Council ought specifically to advocate the development of models for offering wider numbers of languages as well as the promotion of the benefit and desirability of a language other than English for all Australian students.

23. Interpreting and Translating

Interpreting and translating ought to be regarded as an aspect of service provision in Australia rather than a welfarist program for the disadvantaged. To this end the continued professionalization of the field is urgently required. It is important that this extend to the development of control of entry mechanisms and registration of interpreters/translators so that professional, accredited personnel only are used.

24. As far as the conduct of business in the region is concerned, there is a major need for the training of high level Interpreters/Translators in Indonesian/Malay, Japanese and Mandarin Chinese in specialised, technical fields. Training centres need to be concentrated so that a spread of languages across Australia can be assured.

25. Special attention needs to be paid to developing training in Aboriginal languages and for the deaf. The creation of the key centres for teaching, information and research on language in each of these two areas offers the potential for these needs to be addressed. NAATI and the Commonwealth Tertiary Education Commission are requested to collaborate on the establishment of such training at the proposed centres.

26. It is desirable that the government provide additional funds to NAATI to meet pre-specififed plans in particular areas of need.

27. Languages, the Media and Modern Technology

In unplanned ways the media impacts on informal learning of languages, especially English. It is important that the ACALP, in pursuing its work of attending to the implementation of this policy, pay systematic attention to the possibilities which modern technologies offer for planned language education, specifically:

(i) the opportunity for creative use of technology for language maintenance, extension and learning in a wide range of languages.

(ii) the provision of appropriate information to the "information poor"

28. Libraries

That libraries, guided by the National and State libraries, and in consultation with all relevant user groups, develop a 5-year plan to:

- increase stocks of materials in languages other than English, to provide both for advanced learners of those languages as well as the community of readers of those languages in Australia.
- to increase holdings suitable for learners of both English and other langauges.
- to continue to diversify materials stocked, through the provision of talking books, etcetera, to maximise access to libraries for the illiterate and the print-handicapped.

This plan is to explore the potential of libraries to offer assistance to business personnel by providing specialist literature, information and exhibitions on Asian languages, business, culture and trade, in conjunction with Australian trade personnel and offices overseas.

A staged program permitting sources to be established and secured and consisting of $1.0m in each of three years 1987-88, 1988-89 and 1989-90 ought to be provided for this purpose. This program may be seen as a once-only initiative to accompany the national languages policy.

29. Language Testing

A language testing unit is proposed. Its purpose is to concentrate expertise in the development of Australian tests of language for academic, occupational and other purposes. In addition to designing tests the Unit would co-ordinate marking, publishing and disseminating information to prospective candidates and the provision of "follow-up" advice. The Unit ought to form part of the Commonwealth Education Portfolio initially but operate under the auspices of the ACALP. It would ultimately be located within the national key centre on Applied English.

A fee comparable to the fee levied on candidates of the TOEFL test (Test of English as a Foreign Language of Princeton University) for foreign students wishing to study in the USA ought to be levied.

In the medium term the Unit would seem to have the potential to be substantially, possibly fully, self-supporting.

Its establishment cost would be approximately $250,000 per annum. With approximately 10,000 tests per annum a $50 levy per test would recoup initial costs.

30. Advisory Council on Australia's Languages Policy

An Advisory Council on Australia's Languages Policy is proposed as the structure for ensuring that the diverse elements of language considered in this policy are co-ordinated and integrated.

The Advisory Council on Australia's Languages Policy ought to have four standing committees and temporary task force committees and Associated Centres. The temporary committees should be allocated special tasks whose completion will constitute the termination of the committee. On the establishment, in time, of the proposed key centres on language, teaching and research, they should be designated Associated Centres, charged with the implementation of key aspects of the policy and granted membership of ACALP when they are fully operational.

Standing Committees

- ENGLISH AND LEARNING
- ABORIGINAL AND ISLANDER LANGUAGES
- LANGUAGES OTHER THAN ENGLISH
- LANGUAGE SERVICES AND THE COMMUNICATION DISABLED

Temporary Committees

- ADULT LITERACY ACTION - 1988 CAMPAIGN
- TEACHING ENGLISH AS A SECOND LANGUAGE - COORDINATING COMMITTEE

The terms of reference for ACALP shall be:

- To convene a Spring, Summer, Autumn and Winter meeting each year
- To provide advice to government on the implementation and further development of the national policy on languages
- To ensure the coherence of the work of the standing committees and temporary committees
- To provide a forum for discussion of language issues
- To keep abreast of international developments on language issues
- To issue a newsletter subsequent to each meeting

- To produce an annual report for all its operations, including the standing committees, for presentation to Parliament
- To co-ordinate national activities on language issues.

During 1987/1988 the ACALP shall specifically address the following questions as well:

(1) The detailed elaboration of the proposal for key centres of language teaching and research

(2) The development of the plan of implementation of the Adult Literacy Action 1988 campaign for which the ACALP shall constitute a temporary committee.

It is recommended that $5m be made available in 1987/88 for this campaign which is to be implemented on the expert advice and guidance of adult literacy groups.

(3) The overseeing of the programs recommended under English for All, Aboriginal and Torres Strait Islander Languages, and A Language other than English for All, through their specially-constituted Standing Committees.

(4) The ACALP is to encourage all State/Territory Governments and all Commonwealth Departments to address the application of the principles espoused in this policy in their programs and practices

(5) The convening of a committee to co-ordinate ESL activities at the national level

(6) The identification of gaps and needed improvements in the national languages policy and proposed actions in such areas

(7) The question of the role and directions of the Bicentennial Foundation as described under II-B.

(8) The desirability of the establishment of a National Advisory Committee of the Deaf and the role and composition of such a body

(9) The standardisation of Australian English and the adequacy of current activities in this field.

III: THE STATES AND TERRITORIES

Introduction

As part of this policy statement, brief contributions from the States/Territories regarding language policy were sought from all Ministers responsible for State/Territory education. The information sought was:

(i) Basic description of demography
(ii) Basic description of language situation
    -language teaching
    -interpreting services etc.

(iii) Recent initiatives of State/Territory
(iv) Long-term plans of State/Territory
(v) Structures which exist for language issues to proceed in planned way.

Contributors were asked not to focus exclusively on schooling nor exclusively on minorities. They were therefore to go beyond schools and deal with all groups.

(i) LANGUAGE POLICY AND PRACTICE IN THE AUSTRALIAN CAPITAL TERRITORY

1. Basic demography, as at 18 June 1986. The break-down is as follows:

4,052	preschool students
20,852	primary school students
18,189	secondary school students

2. The basic description of language as taught in ACT schools is given in the attached survey breakdown.

3. Recent initiatives include:- active involvement in the Curriculum Development Centre project "Australian Language Levels"; the reference group on the provision of language in ACT schools; the early development of an Authority Position Paper on Language in ACT schools; work on the development of competency levels in language learning, evaluation of bilingual approaches at our bilingual national school, Telopea Park.

4. Our long term plans are concerned with cohesive provision of language learning in and between levels of schooling. We believe the ALL project (above) to be important in progressing this goal.

5. Our plans for proceeding with languages development include continual liaison with the ACT Languages Forum.

The ACT wishes to direct the development of language learning in the context of providing basic and essential learning for all students in ways that recognise the contribution of language experience and learning. As well, the ACT is considering the appropriate beginning point for language learning in the range of languages which should be both appropriate to ACT Public Schooling and capable of being resourced, which includes consideration of teaching expertise.

NUMBER OF STUDENTS STUDYING LANGUAGES IN ACT SCHOOLS, 1986

Language	Primary	High School	College	Total
French	1421	4761	359	6541
German	456	3939	203	4598
Indonesian	1017	934	9	1960
Italian	1903	820	93	2816
Japanese	334	818	73	1225
Spanish	468	66	37	571
Latin	21	1006	18	1045
Greek	311	49	33	393
Croatian	72	-	-	72
Chinese		148	58	206
Other *(sign language)				
TOTAL	6003	12,541	883	19427

* Telopea Park school only

Latin and Greek are taught in Grade 5 only at Rudolf Steiner Primary

(ii) NEW SOUTH WALES - LANGUAGE POLICY AND PRACTICE

I. Language Teaching Provision

1. Community Language Programs in Primary Schools

The term "community language" is used in two senses:

(a) At the national level, the large number of languages spoken in Australia have been described as Australian community languages.

(b) In terms of this Department's Multicultural Education Policy, a community language is defined as a language which is spoken in the community of a particular school.

Community language programs seek to provide opportunities for the study of languages other than English both for children of the particular language background and for children who wish to gain access to a second language.

The programs began in 1981 with the appointment of 30 specialist teachers additional to schools' normal staffing establishment.

Since then they have expanded as follows:

Year	Teachers
1981	30
1982	40
1983	50
1984	65
1985	75
1986	80

These 80 specialist teachers are currently teaching 11 languages to about 13,000 students in 66 primary schools:

Language	No. Schools
Arabic	10
Chinese	3
German	4
Greek	15
Italian	21
Macedonian	6
Maltese	5
Serbian and Croatian	1
Spanish	5
Turkish	5
Vietnamese	6

Staffing may be on a full-or part-time basis. Some teachers are shared by two schools, and some schools have more than one language program.

Two other mechanisms currently exist for language teaching in primary schools:

(a) MECC - funded programs

The Multicultural Education Co-ordinating Committee is a representative, cross-systemic committee which advises the Minister for Education on the expenditure of funds made available by the Commonwealth Government under the Multicultural Education Program.

The Program was abolished in the 1986/87 Federal Budget, and language programs previously funded from this source will cease to exist from the 1987 school year.

(b) Insertion classes

There are programs of language and cultural awareness, conducted during normal school hours by ethnic school authorities with funding provided by the Commonwealth Ethnic Schools Program.

They mainly involved the teaching of Italian to upwards of 30,000 students in Government and Catholic primary schools. Classes are a maximum of 1 hours's duration per week.

2. Languages in Secondary (day) Schools

Languages in high schools have the status of elective subjects. They may be offered where syllabuses have been approved by the Board and where sufficient demand exists for the formation of viable class groups.

Provision exists for the commencement of the study of some languages in Year 11 (2 Courses) and for School Courses and/or Other Approved Studies in languages with Board approval.

Participation in language courses is optional for students and is independent of students' linguistic background. In the case of the small-candidature (other than Classical) languages, the tendency is for students of the particular language background, rather than "non-native speakers", to elect them.

The following are details of language courses in high schools:

Language	No. schools
Arabic	4
Chinese	2
Classical Greek	1
French	317
German	216
Greek	26
Indonesian	42
Italian	61
Japanese	22
Latin	22
Spanish	2
Turkish	1

The figure for Indonesian includes Bahasa Indonesia/Malaysia, a separate syllabus in which exists for certain students whose prior educational experience overseas has included the study of Indonesian or Malay.

3. The Correspondence School

The Correspondence School was originally intended to provide tuition for students who, for reasons of geographical isolation or other specific factors, do not have access to the normal school situation. Amongst the subjects taught through the Correspondence School, in that context, have been the languages otherwise available in normal schools. As languages departments and interest in languages have declined in schools, the Correspondence School has been increasingly seen as a substitute for the provision of languages study in normal high schools, even within the metropolitan area.

Numbers of candidates from the Correspondence School for the Higher School Certificate in 1983 in the various languages were as follows:

French	75	(3%)
German	96	(8%)
Italian	61	(11%)
Indonesian	106	(14%)
Modern Greek	66	(12%)
Japanese	19	(16%)
Spanish	19	(16%)
Russian	22	(50%)
Classical Greek	2	(12%)
Latin	3	(2%)

(Figures in brackets are percentages of the total candidature in that language).

4. The Saturday School of Community Languages

The Saturday School was established in 1978 with the aim of providing tuition in a range of community languages not easily provided in day schools. It currently operates in eleven centres located in metropolitan Sydney and Wollongong. Secondary-aged students in Government and non-Government schools are eligible to attend.

If all other requirements of the Board are met, the syllabuses followed allow students to present for the School Certificate and Higher School Certificate in the appropriate language.

Enrolments are not accepted if the language which a student wishes to study is available at the required level in his/her own day school.

Courses

Over 5,300 students are enrolled in 255 classes catering for courses in Arabic, Chinese, Croatian, Czech, Dutch, Estonian, Hungarian, Italian, Japanese, Latvian, Lithuanian, Macedonian, Maltese, Modern Greek, Polish, Russian, Serbian, Slovenian, Spanish, Turkish, Ukrainian and Vietnamese. All courses are for SC and HSC study except Czech which does not have an SC course and Maltese which does not have an HSC course.

Almost 1,000 students studying at the school will be presenting language courses for the 1986 HSC examination.

II. Initiatives

1. Establishment and development of the Saturday School of Community Languages.
2. Expansion of the number of languages available for HSC study.
3. Establishment of Community Language programs in primary schools.
4. Establishment of Curriculum Project Team to prepare a Statement of Principles and Support Documents on Languages K-12.
5. Establishment of a Task Force to draft a Policy on Languages K-12 for submission to the Minister.

III. Long-Term Plans

1. The Statement of Principles to be prepared by the CPT for endorsement by Senior Management and the proposed Board of Secondary Education will constitute a philosophical framework for the preparation of all new and revised syllabuses in languages in the future.

2. The study of languages other than English will be expanded in primary and secondary schools by making language study available to the maximum possible number of students.

   The Secondary Schools Board has accepted in principle the notion of a compulsory year of the study of (a) language(s) other than English, but is leaving a final decision on the matter to the proposed Board of Secondary Education.

3. The study of Asian languages in particular will be encouraged, with special emphasis on languages useful for purposes of trade and foreign relations e.g. Chinese, Indonesian and Japanese.

   In the current economic climate, this thrust is likely to involve an ultimate re-allocation of existing resources, rather than an injection of new resources, in order to encourage a gradual expansion of Asian language programs in addition to other curriculum offerings in languages.

   This approach is dictated by the dual need to ensure

   - avoidance of damage to overall language study which might be caused by a rapid change in emphasis from European to Asian languages;

   - consistency between policy emphasis and teacher availability.

   Initial action will involve the identification of schools with significant enrolments of students of Asian-language background (e.g. Chinese, Vietnamese), and subsequent requests that Principals introduce appropriate languages into the curricula of their schools.

4. Where possible, primary schools which are already offering an Asian language will be linked with selected high schools so that continuity of study of the language will be possible.

5. The current level of provision for Asian language study in the Department of Technical and Further Education will be investigated, with a view to the development of school/TAFE courses and/or the attendance of some school students at regular TAFE classes.

6. Negotiations directed at the provision of alternate mode and/or bridging courses will commence with the Higher Education Board and teacher training institutions. These courses will have as their object the conferring or upgrading of qualifications in Asian language teaching, with a view to increasing the supply of acceptable teachers of Asian languages, who are at present difficult to locate.

7. The development of courses in additional Asian languages is likely at the Correspodence School.

8. Curriculum documents, course books and teaching resources will be both developed and identified in other State systems to support the teaching of Asian languages.

9. The appropriate Statutory Board will be approached to develop "model" school courses and Content-Approved courses in such languages as Khmer, Korean and Lao in the first instance, and subsequent syllabuses for Board courses in these subjects.

IV. Languages Other Than English

i) Demography

a) Number of government schools, July 1985

Primary	1681
Central	64
High	374
Special	131
	2250

b) Number of students enrolled in government schools, February 1986

K-6	429875
7-12	322442
	752317

ii) Language situation

a) Number of Saturday School of Community Languages centres - 12
Number of students Years 7-12, 1986 - 5306

b) Number of secondary students studying languages (government school, 1985)

	No. studying languages	Enrolment	Percentage of year group
Year 7	63331	65929	96%
Year 8	33859	69516	49%
Year 9	10012	66883	15%
Year 10	8147	57613	14%
Year 11	4120	30803	13%
Year 12	3595	22357	16%
TOTAL	123064	313101	39%

Correspondence School Years 7-12, 1986 - 1584 students studying languages.

c) The BSSS offers 27 languages of which 15 are offered by the SSB

45 schools with secondary students teach no languages, 43 of these are located in country Regions.

Of the 27 languages (elective subjects)
- 12 languages are taught in secondary schools.
- 10 languages are taught in the Correspondence School.
- 20 languages are taught in the Saturday School of Community Languages.
- 1 language is not taught in any of the above.

d) Number of languages teachers in secondary schools including Correspondence School but excluding Saturday School of Community Languages (1986) : approx. 816.

e) Number of Head Teachers in secondary schools including Correspondence School but excluding Saturday School of Community Languages (1986) : 79.

f) 1986 - number of languages inspectors : 2
consultants/advisers (H.O./Regions) :7.2

g) Number of languages teachers awaiting appointment (1986) : 283.

h) The provision of services in languages other than English is encouraged in schools. To this end bilingual materials in some 19 languages have been developed and ethnic aides are appointed to schools with expressed need.

iii) Recent initiatives

a) Report of the Committee of Inquiry into the Teaching of Languages K-12 (August, 1984). This Departmental Committee looked into the teaching/learning of languages other than English in government schools.

b) Languages K-12 Curriculum Project Team developing a Statement of Principles K-12 for syllabus writers.

c) Community Languages K-6 : Program Evaluation.

d) Departmental Task Force writing a languages policy.

e) Department providing input to CDC Australian Language Levels Project.

f) Increase in number of community languages teachers in primary schools (1986 - 80).

g) Increase in number of Saturday School of Community Languages centres (1986 - 12).

h) Introduction of languages insertion classes in primary schools.

i) BSSS introduced Vietnamese into curriculum.

j) BSSS introduced Content Approved courses thus broadening options which could in the future include languages other than English.

iv) Long term plans

a) Implement a languages policy.

b) Develop languages syllabuses and programs in line with Languages K-12 Statement of Principles.

c) Outcomes of Community Languages K-6 : Program Evaluation will determine future plans.

v) Structures

a) Annual Departmental Curriculum Development Priorities statement incorporating 10 year cycle of curriculum development for Department and Statutory Boards.

b) Languages policy.

V. Languages of the Deaf

i) Demography

Currently there are several thousand students with hearing impairment in NSW. Of these, the great majority do have some degree of hearing.

ii) Language situation

* Language teaching

Currently some 1500 hearing impaired students are enrolled in government schools:

- majority of students are in special or regular classes in regular schools. Oral communication is the common method of instruction
- there are 2 special schools for the deaf - here oralism is supplemented with sign language and finger spelling

(Non-verbal methods of communication are languages in their own right. Australian - or Australasian? - Sign Language is the community language of the deaf.)

* Interpreting services

There is an emerging demand for interpreter services for signing deaf people who wish to get the HSC and go on through tertiary studies.

iii) Recent initiatives

Acceptance of Australasian Sign Language as an Other Approved Studies course for the Higher School Certificate.

iv) Long term plans

Basic principle in the education for the hearing impaired is the teaching of the maximum number of such children in the immediate company of their hearing peers. Presumably this integration model will continue in line with general Government policy.

v) Structures

Within the NSW Department of Education - the provision of the position of Principal Education Officer, Hearing Impairment.

VI. English

i) Demography

All primary and secondary school students learn English, 752,317 (Feb. 1986) students in government schools.

ii) Recent initiatives

a) Writing K-12 Statement of Principles, Syllabus K-6, Writing in the Secondary School, Writing in Subject Areas, due for release in 1987. Included are spelling and handwriting.

b) English 7-10 syllabus due for full implementation in 1987.

c) BLIPS Literacy - Early Literacy Inservice Course undertaken by 500+ schools in 1986.

iii) Long term plans

a) 1987 - Oral Language Curriculum Project Team to be established.

b) 1988 - Reading K-12 evaluation.

iv) Structures

Annual Departmental Curriculum Development Priorities statement incorporating 10 year cycle of curriculum development for Department and Statutory Boards.

VII. Technical and Further Education: Policy and Practice

1. The NSW Department of TAFE's policy on languages is contained in its Multicultural Education Policy (1983) which provides for:

(i) the expansion of the Community Language Program:
(ii) the expansion of the English as a Second Language Program, in particular the English for Specific Purposes Program
(iii) the development and evaluation of bilingual, multilingual and community language methods of teaching.

2. The Department's language policy contained in the Multicultural Education Policy document is supplemented and reinforced by the 1986 Department of Ethnic Affairs Policy Statement (DEAP). Goal B7 of the policy statement commits the department to the establishment of a process/processes for the recognition of community language skills as integral to vocational and general education. This is a process whereby the teaching of community languages is integrated with TAFE's vocational brief.

3. Structures for the implementation of TAFE Language courses:

Implementation of the language programs is carried out by the following sections of the department:

(i) the Division of Languages - School of General Studies;
(ii) Multicultural Education Unit;
(iii) Outreach;
(iv) Division of Adult Literacy - School of General Studies.

(a) English as a Second Language:

The School of General Studies (Division of Languages) is responsible for the provision of general ESOL (English as a Second or Other Language) courses. The Multicultural Education Unit is primarily responsible for the provision of English for Specific Purposes courses. TAFE is expected to concentrate on the provision of English for Specific Purposes courses while AMES (Adult Migrant Education Services) will concentrate on the provision of general on-arrival English and English in Industry, following negotiation between the two providers in 1985. The implementation of the TAFE/AMES agreement will see the emergence of a new English as a Second Language policy in TAFE which will concentrate on Specific Purposes English linked to a vocation or vocational training. Currently the bulk of the English for Specific Purposes courses is provided through the Multicultural Education Unit.

(b) Community Languages/Bilingual Education:

The brief for the implementation of the Department's policy on community languages is shared between the Multicultural Education Unit and the School of General Studies (Division of Languages). The specific role of the Multicultural Education Unit is to assist the Division of Languages in identifying the need for community language and making recommendations for its implementation. To this end a number of projects on community language have been funded by the Unit e.g.

(i) The "Community Languages in TAFE "Project (1984).
(ii) The development of a resources grid for community languages.
(iii) "Bilingual Teaching in TAFE" a project to investigate the use of Community Languages as a medium of instruction.
(iv) "Evaluation of Bilingual Teaching Strategies" - evaluation of pilot bilingual courses in TAFE. The Unit will be investigating ways in which the study of Community Languages may be integrated with specific TAFE courses such as Welfare etc.

(c) Interpreting/Translating:

TAFE's vocational charter limits its provision in this area to the delivery of NAATI Level 2 courses on interpreting and translating.

The Multicultural Education Unit has provided funds for pilot courses on interpreting at NAATI Level One to be conducted for a number of languages such as Spanish; Vietnamese; Greek and Macedonian.

4. Language for Trade and Diplomacy

Provision of language courses outside the framework of Community Languages is not incompatible with TAFE's vocational charter. This is recognised by the importance placed on the languages of Australia's trading partners and close neighbours - i.e. Japanese, Indonesian and Chinese (Mandarin). As from 1987 Certificate courses in these languages will be offered by the School of General Studies.

5. Division of Languages (TAFE)

a. Basic Language Provision: (approx. 216 hours duration)

Arabic
Greek
Serbian/Croatian
Cantonese
Spanish
French
German
Russian
Italian

b. Extended Language Provision: (approx. 400-430 hours)

Japanese Mandarin Indonesian

c. ESP Courses (varying length)

d. English for Speakers of Other Languages (ESOL)

e. Language Aides Course (Level I)

f. Interpreter Course (Level II) - accredited course in selected languages of need

g. Recent Initiatives:

"Generalist Interpreter Course" - development of syllabus to provide professional guidance for bilingual persons wishing to sit NAATI examinations.

Interpreter Course for the Deaf - development of syllabus for national accreditation/recognition.

Conduct of CLAS testing of bilingual candidates from State Government Departments and Statutory Bodies - success in the various language tests attracts a special allowance (Community Language Allowance).

h. Long Term Plan:

Continued basic language provision with option on satisfactory completion of chosen language, of undertaking further study in a specialised area (e.g. Japanese for Trade Purposes)

The Division of Enlish has made provisions for the needs of students from a non-English-speaking background in the following ways:

Specialised Courses

The course English and Clerical skills for Migrants caters for non-native speakers of English who are either employed in or wish to be employed in Administrative and Clerical positions - particularly in the Public Service.

The focus of this course is on developing the language skills needed by applicants for pulbic service positions at entry and for graded positions.

General Provisions

The Individual Learning Centres provide for the needs of students from a variety of backgrounds. A one-to-one learning environment is provided. Where specialised staff from the Division of Languages are not available English staff with training and experience in teaching ESOL are made available as appropriate.

The Division has recently revised its syllabuses in both the General Certificate of Education and the Tertiary Preparation Course to emphasise the acquisition of language skills rather than a knowledge of literature. This has been done to ensure that cultural bias is minimised in developing and assessing language skills for students in these courses.

The School's Multi-Cultural Co-ordinator currently monitors all examination papers prepared by the Division to guard against cultural bias in assessment.

Recent Initiatives

The Division is attempting to have accepted a Communication course model which recognises the need for resources to be available at the point of entry to provide language skills training to students from a non English speaking or Aboriginal background. The language needs of such students would be addressed by a variety of strategies utilising the expertise of the Divisions of English, Languages and Basic Education.

The need for continuing appropriate language support is recognised; one such mechanism is the Individual Learning Centre.

An entry module based on the above concept is currently being developed for the General Certificate of Education.

New Initiative

Currently at least 20 General Skills Courses are being conducted by TAFE Aboriginal Education Unit in NSW. These courses include literacy and language skills. Team teaching is one of a number of appropriate organisational strategies used to meet student needs. This provision of General Skills courses is likely to expand. TAFE is the major provider of adult Aboriginal Education. This initiative involves cooperation between the Aboriginal Education Unit and Adult Basic Education in developing these community-relevant programs. Further programs are being developed and/or implemented.

(iii) LANGUAGE POLICY AND PRACTICE IN THE NORTHERN TERRITORY

1. Basic Description of Demography

The total school enrolment in the NT as at June 1986 was 34 526. Of this total, 29.3% are Aboriginal students (10 123).

The total population of the NT is 147 500, according to the Australian Bureau of Statistics. The NT receives 1% of total immigration to Australia. Factors of distance and isolation contribute significantly to the cost of program delivery; the NT is, for example, the size of France and Germany combined.

Many Aboriginal children living in traditionally oriented communities in the Northern Territory are taught in both English and an Aboriginal vernacular in what is perhaps the most ambitious program ever attempted in Aboriginal education in Australia. Beginning on an experimental basis in five schools in 1973, the bilingual program now embraces 14 different languages, 17 schools (including Yipirinya) and about half of the Northern Territory's traditionally oriented Aboriginal students.

It is of significance that during this period of time in which bilingual education expanded there was a qualitative shift in the official status of the program from a purely experimental initiative to an integral part of the Northern Territory School system.

2. Basic Description of Language Teaching, i.e. Languages Taught, Interpreting Services, etc.

2.1 Bilingual

Between 1979 and 1986 there was a major drive to produce a greater range of appropriate curriculum materials for bilingual schools. For example, it was readily recognised by both field-based staff and curriculum developers that since newer approaches to the teaching of reading and writing (Holdaway 1979; Walsh 1981) offered some promising new directions in helping children acquire literacy, these approaches should be publicised by means of inservice courses, handbooks and other materials. Accordingly, the Department sponsored such publications as:

Wangkami: A Handbook for Aboriginal Teachers Involved in Early Childhood Education (1981)

Language Power (1983)

A Guide for Early Childhood Education: Preschool Aboriginal (1984)

Review of Activities and Approaches for Developing Literacy Programs in Aboriginal Bilingual Schools (1985)

Concentrated Language Encounters in Aboriginal Schools in the NT (1985)

English/Language Core Curriculum for Aboriginal Bilingual Schools T - 7 (1985)

2.2 Teaching English to Speakers of Other Languages (TESOL)

The Commonwealth Schools Commission English as a Second Language (ESL) programs operate in both the New Arrivals element and general support. Three intensive language units, one secondary and two primary, are located in Darwin schools. One small unit operates in Alice Springs. The total number of students in these units is 220. Specialist ESL teachers are employed at a ratio of 1:10. Specialist ESL teachers provide programs at all high schools in Darwin and in a majority of primary schools. Since Schools Commission extended eligibility to students of Aboriginal or Torres Strait background, a significant number of these students are receiving assistance within these programs in the urban areas. The total number of students in August 1986 was 1 152, of whom 479 are of Aboriginal language background.

Not all teachers are trained in ESL. Teaching teams of Aboriginals and non-Aboriginals, as far as possible, are involved in classroom teaching.

The Core and Recommended Curricula for ESL, together with special reading materials, form the basis of ESL programs. Specialist ESL materials, (e.g. 'School of the Bush') have been developed for use by untrained Aboriginal teachers working in Homeland Centre schools.

Teaching approaches emphasise the use of both literature and experiences as the basis for practical classroom initiatives.

2.3 Languages Other Than English (LOTE)

Primary Schools A functional-notional approach is used in the teaching of languages at this level and resources are those developed in other states and locally. Languages taught at present include Indonesian, Chinese (Putonghua), Italian, Greek, French, Bahasa Malay, Arrernte and German. There are 2 283 students learning community languages at primary schools.

Secondary Schools Language programs are staffed by qualified language teachers. Programs are organised in a variety of ways: introductory courses at Year 8 level include 4 languages. At Year 9, students opt for one language and continue its study to Year 12. A one to two year Interpreter Translator course is available at Year 11.

Languages offered in Secondary schools include Indonesian, Chinese (Putonghua), Italian, Modern Greek, French, Arrernte and German. Three students are studying Vietnamese at Public Examination level. A total of 2 608 students are learning community languages in secondary schools.

Ethnic Schools Ten ethnic schools provide additional, or in some cases the sole, language learning opportunity for students. NT Government assistance is given on the basis of submissions from individual communities.

3. Recent Territory Initiatives

3.1 Bilingual

To evaluate the effectiveness of bilingual education the Department introduced a scheme in 1980 to accredit those bilingual schools in which the program had been implemented successfully. For a school to be ready for accreditation, its program must have operated long enough for students to have made the transition from learning mainly in their own language to learning mainly in English, i.e. each school undergoes accreditation when the bilingual program in the school has been functioning for about seven years, which is when children who have been taught bilingually reach Year 7.

Since 1980, programs have been evaluated with reference to the eight official aims of bilingual education. This accreditation scheme is designed to raise academic standards by measuring the success of otherwise with which these aims are being fulfilled. As such, the scheme specifically enables schools to confirm that they have established successful bilingual programs, and to thereupon become entitled to a permanent allocation of the extra specialist staff required.

Three schools have been fully accredited to date viz. St Therese's, Yirrkala Community School and Shepherdson College. One school was not accredited, and the remaining schools with bilingual programs have either been provisionally accredited or have not yet undergone the process.

3.2 Teaching English to Speakers of Other Languages (TESOL)

No tertiary institution in Australia offers a course of training specifically designed for Teacher-linguists, even though Teacher-linguists are essential to all of our bilingual programs. Darwin Institute of Technology (DIT) is offering an external Diploma course in 1987 which will assist both Teacher-linguists and ESL teachers in remote communities.

Many ESL teachers, from both Urban and Aboriginal communities, have participated in Early Literacy Inservice Courses (ELIC). The first Aboriginal tutor for ELIC was trained in 1985.

The NT Department of Education has recently established a number of ESL coordinator positions in Aboriginal schools.

The NT/Indonesia exchange program expanded in 1986 to cater for 3 teachers and 12 students. All costs associated with the program are met by the NT Government; this is in recognition of Indonesian being the most popular of the languages studied in the NT.

4. Long Term Plans of Territory

4.1 Bilingual

Over the next three years, efforts will be made to enhance the credibility of fully accredited bilingual programs by diverting some additional entitlements to them. In this way, full accreditation will result in some positive and visible resource benefits and, as a matter of policy, successful bilingual schools will be strengthened to enable them to serve as 'lighthouse' schools.

4.2 Teaching English to Speakers of Other Languages (TESOL)

An important emphasis will be on ensuring that mainstream teachers are involved in a 'whole school' approach, as advocated by the Campbell Reports. Further upgrading of Aboriginal teacher training is another important aim.

4.3 Languages Other Than English (LOTE)

It is proposed to provide 10 positions for fully qualified teachers for primary language programs in 1987/88.

5. Structures which Exist for Language Issues to be Handled in a Planned Way

NT participation in National projects, such as in Basic Learning in Primary Schools (BLIPS), provides one important avenue for policy deliberation and consultation. Within the NT, the Professional Associations and Subject Area Committees have the responsibility of providing high quality advice and appropriate recommendations for consideration by the Northern Territory Board of Studies.

(iv) LANGUAGE POLICY AND PRACTICE IN QUEENSLAND

In addressing language issues and meeting the needs of linguistic minority and majority groups, Queensland has given due regard to:

(a) demographic features;
(b) the primacy of English in Australian society;
(c) the variety of language usage;
(d) recent initiatives; and
(e) appropriate planning for language teaching and services.

(a) Demographic features

According to the 1981 Census, 15.8 per cent of persons living in Queensland had been born overseas. Of the overseas-born, almost two-thirds came from English-speaking countries.

Queensland is, after Tasmania, the State with the second lowest proportion of overseas-born residents. Moreover, the spread of ethnic diversity (28 countries with more than 0.5 per cent of the overseas-born population) is substantial. Coupled with factors such as the decentralized nature of Queensland society and the large distances to be covered, Queensland's relatively low migrant presence presents a unique set of circumstances in which languages issues are to be addressed.

(b) The primacy of English

The importance of English as the language of government and of the law, of education, the media and business, is not to be undervalued. It is therefore incumbent on all Governments throughout Australia to ensure that all Australians have access to services to develop competence in the English language. In this regard, and to cater for the range of requirements across Queensland, the provision of such support for minority linguistic groups is integrated into the totality of governmental services.

(c) The variety of language usage

A variety of Languages other than English (LOTEs) plays a significant part in the life of many Queenslanders and in the life of Queensland, both as a State of Australia and in its interactions with other nations.

At present, the teaching of LOTEs, including Community Languages, is encouraged in Queensland schools, both for the maintenance and learning of languages and for the development of awareness of language issues. A Departmental policy statement, of 8 March 1985 (copy attached), recognises the benefits to individual pupils, to schools, and to the society at large of the teaching of LOTEs. For society, the rewards are recognized as including the "enormous contribution to the enrichment of the mainstream culture, and the maintenance and/or improvement of good community and international relations, as well as the pragmatic benefits of having a pool of language competence of use in trade, tourism, scientific, education and cultural initiatives".

Queensland's commitment to language issues takes account of Queensland's proximity to Asia and of Queensland's role in global interaction.

The use of a variety of LOTEs by individuals within Queensland society does raise particular problems of communication. Although English is the preferred and official language of communication, it is recognized that not all Queenslanders can operate effectively in English within the range of public services available. Accordingly, the importance of appropriate translating and interpreting services is acknowledged.

(d) Recent initiatives

As an integral part of appropriate planning for language teaching and services, language issues have been addressed in a range of contexts within Queensland: education, the Public Service and all areas (such as health, welfare, the law) which directly relate to migrants and Aborigines.

While the most obvious examples exist within education, through the gazettal of policies on the teaching of LOTE programs and the implementation of programs, initiatives in other areas are not so easily identifiable. Nevertheless, the inconspicuous nature of the activities should not be construed as undervaluing their importance. Indeed, the addressal of language needs as part of the ongoing services provided to Queenslanders is a clear indication of Queensland's enduring commitment to meeting the needs of all persons. As an example, a recent review of Client Service provision within the Queensland Public Service has identified multilingual facilities as an issue to be addressed in the establishment of standards and procedures for all officers in dealing with the public.

In addition to the mainstream services provided to all Queenslanders, including those with specialized language needs, specific support is provided through the Queensland Department of Ethnic Affairs. The services provided by this Department include translation and interpreting services, liaison with other Government Departments and agencies regarding migrants' needs, and conducting research into migrant language needs (such as a recent survey of interpreting needs in the courts and in public health institutions).

(e) Appropriate planning

Any specific language needs can only be met efficiently and effectively within the context of the language needs of all Queenslanders and with due reference to the totality of educational and other Governmental provisions.

The implementation of community language programs and the provision of services to non-English speaking people raises particular concerns about which Queensland has frequently cautioned the Commonwealth. In order for programs to be successful, a well planned and considered implementation strategy is required. In the case of community language programs in schools, for example, considerations which should be taken into account are:

(a) the existing level of teacher awareness of and commitment to the principles underlying the introduction of such programs;

(b) the level of expertise teachers currently have to implement such programs;

(c) the distribution of ethnic groups in this State; and

(d) the level and nature of community resources available to support such programs.

The addressal of these considerations requires time, resources and thorough planning if quality language programs are to be introduced. Otherwise, undue haste in their implementation may prove counter-productive in the longer term.

The need for thorough planning in all aspects of language policy is recognised. That planning is, essentially, a State responsibility and must take into consideration the existing priorities, the available resources, and the particular features of the State. The imposition of Commonwealth, or "national", priorities on such planning will only detract from the successful implementation of language policies by the States.

STATEMENT NO. 4
POLICY

Department of Education Queensland

Supplement to the Education Office Gazette, 8 March 1985

LOTE PROGRAMS - THE TEACHING OF LANGUAGES OTHER THAN ENGLISH (LOTE) IN QUEENSLAND PRIMARY SCHOOLS

Preamble

The Queensland Department of Education recognises the benefits to individual pupils, to schools, and to the society at large of LOTE programs in primary schools.

The Departmental policy statement on multiculturalism[1] acknowledges that languages play a part in furthering an understanding of other cultures. In November 1983, the Primary Curriculum Committee announced its approval of the formation of a working party to investigate the teaching of languages other than English in the primary school.[2]

The term 'LOTE programs' subsumes both Language Awareness and Language Learning programs. Language Awareness programs aim at developing an awareness of and an appreciation for languages other than English, while Language Learning programs are more specifically aimed at the development of communicative competency in the target language(s). However, these programs should not be regarded as being mutually exclusive - Language Awareness programs that do not aim at some degree of communicative competency through direct experience with spoken and written language, are bound to achieve only a superficial degree of awareness.

General policy

The Department of Education encourages and supports the development of Language Awareness and Language Learning programs for Queensland primary schools in consultation with relevant community and Departmental personnel.

The benefits of Language Awareness programs include:

(a) the development of an awareness of and an interest in the many Aboriginal and community languages spoken in Australia, and in the traditionally recognised international languages;

(b) the development of an awareness of how language communicates - of language as a communicative system;

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[1] Policy Statement on Multiculturalism, 30 May 1979 in Education Office Gazette, p. 148.

[2] Languages Other Than English in Primary Schools, 30 November 1983 Education Office Gazette, p. 204.

(c) the development of an understanding of the role that language plays in culture;

(d) the development of an awareness of the characteristics of the various written and spoken forms of languages;

(e) the development of an appreciation of the validity of other world views which find their expression through the language being studied;

(f) the development of a recognition that the English language and the Australian culture have their roots in many other languages and cultures;

(g) the provision of an opportunity for pupils to discover the common ground which forms a bridge between their culture and other cultures; and

(h) the achievement of some functional competency in a language/languages other than English.

The Department intends that Language Awareness programs would be developed in ways which would make possible their future expansion into Language Learning progams where that is deemed feasible and appropriate. A significant number of primary schools are already teaching programs of this type in a variety of languages.

Language Learning programs bring to students all of the benefits of Language Awareness programs, as well as a number of other benefits including the following:

(a) For those learning a second language, there is substantial evidence to support the view that language learning can enhance pupils' intellectual and cognitive skills and improve understanding and competency in the mother tongue.

(b) For those participating in programs which teach their own native language or the language of their parents and of their primary community, research suggests an increase in self-esteem and in the reassurance which comes from having one's home or community language and culture recognised in such a way.

(c) In addition, both groups of pupils enjoy the advantages of facility in more than one language in expanding their options for study, employment, travel and other leisure activities.

The Department of Education considers that LOTE programs bring to schools the benefits of improved school-community relations. For society, the rewards include an enormous contribution to the enrichment of the mainstream culture, and the maintenance and/or improvement of good community and international relations, as well as the pragmatic benefits of having available a pool of language competence for use in trade, tourism, scientific, education and cultural initiatives.

QUEENSLAND CATHOLIC EDUCATION

Queensland Catholic Education Office submitted policy statements which were developed by the Queensland Catholic Education Commission:

(i) Queensland Catholic Schools and Curriculum
(ii) Education for a Multicultural Society... Impact on Queensland Catholic Schools.

These documents are being used by the Queensland Education Office in its efforts to assist school communities to formulate guidelines for language programs at the local level.

(v) LANGUAGE POLICY AND PRACTICE IN SOUTH AUSTRALIA

1. BASIC DESCRIPTION OF DEMOGRAPHY

The 1981 census figures for South Australia are the most recent available (Australian Bureau of Statistics)

SA Population (1981) (total = 1 285 033 persons)

Country of Birth	Percent total population
Australia	76.2%
Overseas	24.8%
TOTAL	100.0%

Origin of Overseas Born South Australians (1981)

Country of Birth	Percent Overseas Born Population
UK and Ireland	51.6%
Italy	10.6%
Germany	5.0%
Greece	4.8%
Netherlands	3.6%
Yugoslavia	3.1%
New Zealand	2.2%
Other*	19.1%
TOTAL	100.0%

*ethnic groups constituting less than 2.0% of overseas born population

The Commonwealth Education Department's National Survey of Language Learning in Australian Schools (1983) revealed that 15.1% of students in South Australian schools (all systems) came from homes where a language other than English is spoken. Of these NESB children, the most frequent home language backgrounds were:

Language	Percent of NESB Children
Italian	5.12%
Greek	3.08%
German	1.07%
Dutch	0.72%
Vietnamese	0.63%
Chinese	0.54%
Polish	0.53%
Croatian	0.52%

The survey also shows that 25.7% of students from homes where a LOTE is spoken are studying their home language in school.

2. BASIC DESCRIPTION OF LANGUAGE TEACHING SITUATION IN SOUTH AUSTRALIA

2.1 Language Teaching in Government Schools

Government Primary schools offered 16 languages in 1986, in a total of 182 programs. A total of approximately 20 548 students were enrolled; they constituted 18.4% of primary school students. This represents a significant increase in the availability and uptake of language study at primary level over previous years (of 1982: 15 608 students, 13% of total enrolments).

PRIMARY LANGUAGE PROGRAMS, SA GOVERNMENT SCHOOLS 1986
(source SA Education Department)

Language	No of Programs	Students enrolled
Adnyamathanha	2	53
Arabana	1	49
Chinese	2	28
Dutch	1	16
Finnish	1	42
French	19	2 283
German	52	6 371
Greek	36	4 148
Indonesian	8	824
Italian	47	5 800
Khmer	1	30
Ngarrindjeri	1	28
Pitjantjatjara	8	537
Serbo-Croatian	3	232
Vietnamese	5	107

Government secondary schools offered 16 languages in 1985 in a total of 211 programmes. A total of 29 989 students were enrolled; this constituted 37.3% of secondary school students. The percentage of secondary students learning a LOTE has remained fairly constant over the past five years.

SECONDARY LANGUAGE PROGRAMS, SA GOVERNMENT SCHOOLS (1985)

Language	No of Programs	Students enrolled
Chinese	5	331
Dutch	1	-
French	59	9 971
German	72	11 206
Greek	16	1 661
Indonesian	10	1 296
Italian	17	2 765
Japanese	8	1 217
Latin	5	321
Malay	2	32
Pitjantjatjara	1	61

Language	No of Programs	Students enrolled
Polish	2	68
Russian	1	48
Serbo-Croatian	1	34
Spanish	2	270
Other languages		34
Language Studies	7	587

In addition, the SA Secondary School of Languages created in 1986, ran classes in Polish for 39 students and in Khmer for 16 students.

2.2 Language Teaching in Ethnic Schools

South Australian Ethnic Schools offered programs in 34 languages in 1986 taught by 88 community groups or schools. A total of 5 436 primary aged children and 1 883 secondary aged children were enrolled in these programmes.

Language Programs in SA Ethnic Schools (1986)
(source: SA Ethnic Schools Association)

Language	No Community Groups/Schools	Primary Enrolments	Secondary Enrolments
Afrikaans	1	7	28
Arabic	2	118	4
Bulgarian	1	18	16
Croatian	1	99	2
Czech	1	22	1
Dutch	2	24	1
Egyptian Coptic	1	8	4
French	1	26	-
German	1	142	53
Greek	24	1 774	616
Hebrew	2	65	-
Hungarian	3	50	25
Italian	9	1 285	147
Japanese	1	27	6
Khmer	2	87	2
Lao	1	40	7
Latvian	1	30	27
Lithuanian	3	39	8
Macedonian	1	13	17
Malaysian	1	4	-
Maltese	2	41	12
Mandarin (Chinese)	3	358	257
Polish	2	272	35
Portuguese	1	36	-
Russian	4	96	25
Serbian	3	50	67
Serbo-Croatian	2	36	-
Slovene	1	5	7

Spanish	2	48	12
Tatar/Uygur	1	26	6
Thai	1	9	-
Turkish	1	17	-
Ukrainian	1	105	25
Vietnamese	5	458	532

2.3 Language Teaching in Non Government Schools

Information concerning language programmes in Independent and Catholic schools is not available.

2.4 Languages assessed at Year 12 level

The Senior Secondary Assessment Board of South Australia examined a total of 2 442 students in 21 different languages in 1985.

Languages Assessed at Year 12 in South Australia (1985)
(source: SSABSA)

Language	Enrolment
Ancient Greek	-
Chinese	102
Dutch	2
French	456
German	371
Hebrew	-
Indonesian	65
Italian	241
Japanese	66
Khmer	-
Latin	37
Lithuanian	3
Latvian	5
Modern Greek	212
Malaysian	741
Polish	24
Russian	8
Serbo-Croatian	2
Spanish	6
Ukrainian	8
Vietnamese	89

2.5 Languages Teaching at Post Secondary Level

The following languages are taught at university or college level in South Australia: French, German, Greek (Ancient and Modern), Indonesian, Italian, Japanese, Latin, Latvian, Mandarin Chinese, Portuguese, Rumanian, and Spanish. Enrolment statistics are not available.

TAFE offers the following languages through its schooling of General Studies Community Language Programme:

Croatian/Serbian
French
German
Greek
Italian
Polish
Spanish
Vietnamese

Other adult education courses in LOTE's are available through the University of Adelaide's Department of Continuing Education and the Workers' Educational Association.

2.6 Interpreting Services

Interpreting/translating services with an education focus are available to all school systems, in all languages, through the SA Schools Interpreting and Translating Service. Annual funding ($45 000 in 1986) is derived from the SA Multicultural Education Catholic Education Office, but has not been sufficient to enable SASITS to respond to all demands. Due to budget cuts at state and federal level, the future of the programme is uncertain, despite a state government commitment to increase funding to SASITS.

The Telephone Interpreter Service of the Department of Immigration and Ethnic Affairs provides interpreting and some translation services to members of the general public, with a focus on assisting recently arrived immigrants.

The SA Ethnic Affairs Commission will arrange translation of official documents for government departments for a fee and provides free interpreting services to hospitals, courts and tribunals as well as a face to face information service in half a dozen languages.

The Department of Community Welfare maintains its own translating service.

Many ethnic Welfare associations offer free interpreting to their clients.

NAATI - accredited courses to train Level 2 and 3 interpreters/translators are available through TAFE and/or the SA College of Advanced Education in the following languages: Croatian/Serbian, Greek, Italian, Khmer, Polish, Spanish, Vietnamese.

2.7 Other Language Services

South Australia has contacts with non English print media interstate to ensure distribution of most national LOTE newspapers. A Greek and an Italian newspaper are produced locally.

LOTE broadcast media locally include Ethnic Broadcasters Inc (35 nationalities), Private Broadcasters Association Inc (9 languages) and Radio 5UV (Yugoslav and Czech programmes)

Dzsery Publications, an SA based publishing house, specializes in non English language and multilingual publications.

3. RECENT STATE INITIATIVES

Recent initiatives of the SA government relate to community languages other than English and the ethnic groups who use them. They include the following:

- the promulgation of the requirement that each government department produce an "Ethnic Affairs Management Commitment" detailing, among other things, action taken by the various departments with respect to non English speakers in the community, eg the provision of "bilingual services or the employment of bilingual persons."
- the Department of the Arts Ethnic Affairs Management Commitment covers ethnic arts, including theatre in languages other than English and a Migration and Settlement Museum to be opened in October.
- the Department of Community Welfare has a policy on language skills and employment and is promoting the training of bilingual Social Workers.
- a legislative amendment to the Summary Offences Act requires police to use interpreters when needed in making arrests.
- the Transport Department provides motor vehicle licensing tests in a number of languages.
- A language proficiency award of $300 is available to qualified bilingual public servants in several departments, eg Engineering and Water Supply.
- In education, the release of a policy affirming the teaching of LOTEs at all levels in government schools, together with a government policy commitment to expand language teaching at primary level through the use of earmarked salaries, to

extend the range of languages available at secondary level through the creation of an after hours Secondary School of Languages within the state Education Department, and to maintain and extend curriculum development and teacher advisory services in languages. Although the policy relates equally to all languages and groups, the government has asked that effort be focussed on community languages rather than languages for trade and foreign relations.

- the establishment of a chair in Modern Greek at Flinders University and the creation of a Tertiary Multicultural Education Committee by the State.
- the Catholic Education Office in SA recently released a policy statement on multicultural education which calls for children in Catholic Schools to be able to retain and develop their first culture and language and acquire other languages and develop an understanding of other cultures.
- the Health Commission has a languages policy covering all health units including hospitals, as well as a committee to coordinate provision of translation services within the health sector, in cooperation with the national clearinghouse on health sector translating services.
- eight government departments have Equal Opportunities Management Plans which cover the employment rights of ethnic minorities. Some identify positions requiring a language other than English.

At local government level, four local councils have developed policies on bilingual services.

4. LONG TERM STATE PLANS

- the establishment of an Institute of Languages by 1987. Initially the Institute will provide language methodology training for preservice LOTE teachers and facilitate inter institutional cooperation in the provision of languages study at tertiary level.
- the extension of LOTE teaching to all state primary schools by 1995.
- legislation is planned to require the provision of interpreters in criminal interrogation and in court, under the Evidence Act.
- legislation before Parliament covers the provision of bilingual services related to the Occupational Health and Safety and Workers' Compensation Acts.

- the Migrant Health Unit is drafting a policy on the employment of bilingual staff.
- the Task Force on Human Services will recommend that local government develop policies on bilingual services.
- the report of the Committee on Library Services will endorse the Library Association of Australia's policy on multicultural collections.

5. STRUCTURES WHICH EXIST FOR LANGUAGE ISSUES TO PROCEED IN A PLANNED WAY

- in the Education Department, a 5 year management plan for the implementation of languages policy, currently supported by a standing languages coordinating committee and two Project Officers.
- other departments have internal mechanisms for dealing with policies involving bilingual services.
- there are no state level structures for coordinating language issues, although various advisory committees at ministerial or departmental level exercise oversight in some domains.

SOUTH AUSTRALIAN CATHOLIC EDUCATION OFFICE

BASIC DEMOGRAPHY

The total enrolment in SA Catholic Schools in 1987 is 32,052.

The total 1983 National Survey of Language Learning findings supported the evidence of internal surveys which indicate that approximately 35% of students in Catholic schools are from non-English speaking backgrounds.

The largest group is of Italian background (15.98% according to the 1983 Survey of Language Learning in Australian Schools). However several individual school populations are composed of between 60-96% of Italian background students.

Other language groups, while having small over-all percentages, are significantly large in particular schools. The 1983 Survey lists

Greek	1.77%
Vietnamese	1.70%
Polish	1.62%

The latter two will have increased recently as has the Chinese group.

Close to 40 different languages are represented.

POLICY AND PRACTICE

South Australian Catholic Education's policy on language and multicultural education is contained in the South Australian Commission for Catholic Schools Policy Statement on Catholic Education for a Multicultural Society in Australia.

This policy was launched in May 1986 and was distributed to all teachers, parent groups and others interested in Catholic Education. It promotes an active response to the fact of multiculturalism in Australia and firmly establishes the teaching of all languages within the development of an inclusive curriculum. It has been and will continue to be a reference point for decision makers, and for staff and parent inservice programs.

English language is taught from Reception to Year 11 to all students and approximately 75% of Year 12 students continue English studies.

English as a Second Language is taught in schools. There is deep concern that support available is adequate to assist only the obviously needy students. Vast numbers of students, at levels of proficiency categorised by Campbell (Factors and Index Study (ESL) 1985) as Intermediate and Advanced receive inadequate, if any, assistance.

There has been a marked move toward the ESL teacher working in close co-operation, if not actually in tandem, with mainstream teachers. There are several intensive ESL programmes for newly arrived primary students, and one itinerant teacher to work with very small groups of children. Three itinerant bi-lingual teachers and two itinerant bi-lingual school assistants are employed. Financial support is given to the South Australian Schools Interpreter/Translator Service and the use of qualified interpreters/translators in schools is strongly encouraged. ESL as a publicly examined subject at Year 12 is now a viable subject for eligible students.

All secondary schools teach one, and mainly two LOTE. The major language is Italian, with French and German being next. Chinese (Mandarin) is taught in two schools and Latin in twelve primary schools currently teaching Italian. While there is strong interest in expanding the Italian language programme to other schools and in introducing other languages appropriate to community requirements, financial factors make this impossible.

The teaching of languages in general must be addressed by teacher training institutions. All teachers must consciously teach language - whether it is the language specific to a particular subject or whether it is a specific language. They must also be conscious of the needs of native speakers, speakers of dialects and speakers for whom the language is not the first language. They must be aware of language learning processes and confident in deciding on and using appropriate methods. Only when all teachers are consciously teaching language will specific languages take a status position in the school curriculum.

INITIATIVES

This system has supported the development of the Curriculum material Pane e Fantasia with both financial grants and by supplying personnel. Currently a language advisor has 2/10 of her year allocated for working on the Australian Languages Levels Project.

There has been a considerable amount of time given to inservice, primary and secondary, for teachers, LOTE and ESL as well as for mainstream teachers, who are called upon to support language teaching initiatives.

Emphasis in 1987 will be on:

- developing mainstream teacher ESL skills
- LOTE methodology and curriculum development at Years 7, 8 and 9
- assessment of proficiency in all modes - ESL and LOTE.

Considerable co-operation occurs between ESL and LOTE advisory staff. There are frequently joint inservice activities, and one ESL advisor has become an Early Literacy Inservice Course tutor, giving priority to those schools having a high NESB student enrolment. ELIC has proved a very successful inservice process but lacked the ESL component. It was therefore necessary for an ESL specialist to consciously develop that aspect.

MULTICULTURALISM

It is of some concern that a national policy on language is being seen as a substitute for a Multicultural Education Programme. It is to be hoped that the policy statement will address issues of education for a multicultural society and consider the place of languages teaching/study in the philosophy of multiculturalism. However, philosophy has implications for school curricula far beyond the languages area and the provision of a languages policy alone cannot support the development of iniatives so well begun in this State through the support of a specific enterprise ie MECC.

1982 SURVEY OF SA CATHOLIC SCHOOLS RECEIVING ESL SUPPORT

% of NESB student		No. of Schools
between	85 - 90	3
	86 - 84	3
	75 - 79	3
	70 - 74	5
	65 - 69	5
	60 - 64	3
	55 - 59	-
	50 - 54	3
	45 - 49	3
	40 - 44	5
	35 - 39	6
	30 - 34	3
	18 - 29	2

A further 27 schools indicated of NESB populations of between 15 and 30% but did not request ESL support.

ETHNIC COMPOSITION OF TOTAL CATHOLIC POPULATION OF SOUTH AUSTRALIA

CENSUS 1981

BIRTHPLACE	TOTAL POPULATION	%	CATHOLIC POPULATION	%
Australia	979,676	76.23	175,065	68.56
New Zealand	6,619	0.52	904	0.35
UK and Ireland	152,086	11.84	17,090	6.69
Germany	14,755	1.15	3,770	1.48
Greece	14,207	1.11	126	0.05
Italy	31,322	2.44	28,410	11.13
Lebanon	1,193	0.09	382	0.15
Malta	2,184	0.17	1,874	0.73
Netherlands	10,646	0.83	3,504	1.37
Poland	6,785	0.53	5,330	2.09
Yugoslavia	9,067	0.71	4,953	1.94
Europe NEI	18,650	1.45	7,726	3.03
Asia NEI	18,650	1.45	7,726	3.03
American Total	4,833	0.83	1,202	0.47
Africa Total	3,940	0.31	1,107	0.40
Oceania NEI	1,359	0.11	195	0.08
At Sea	22	0.00	6	0.00
Total overseas born	294,501	0.85	638	0.25
GRAND TOTAL	1,285,033	100.00	255,333	100.00

The 1983 National Survey of Language Learning provides the following statistics (based on 94 responding South Australian Catholic Schools).

Students born in a non-English-speaking Country	5.8%
Students or one or both parents born in a non-English-speaking country	32.9%
Schools teaching Languages other than English - Primary	26.0%
- Secondary	100.00%
Students studying one or more Languages other than English - Primary	28.9%
Secondary	45.3%

(vi) THE PRESENT SITUATION OF MODERN LANGUAGES IN TASMANIA

Demographic situation:

The proportion of ethnic communities in Tasmania differs considerably from that in mainland Australia.

Firstly, Tasmania has the lowest percentage of migrants born in non-English speaking countries, viz. 4.5% compared with e.g. Victoria 15.3%, NSW 12.3% and the Commonwealth of Australia 11.8% (figures from the 1976 census).

Secondly, according to the 1981 Census, the main groups of ethnic communities in Tasmania in numerical order are: Dutch 3008 (7.1% of all overseas-born persons), German 1936 (4.5%), Italian 1343 (3.1%), Polish 1275 (3.0%), Yugoslav 790 (1.9%) and Greek 785 (1.8%).

In Tasmania's total population of 418 957 (1981 Census figures) this unusual distribution pattern of ethnic communities obviously affects decisions relating to language programs.

Language Teaching

Tertiary

The University of Tasmania offers majors in French, German, Italian and Japanese, all offering beginners' courses. No opportunity is provided for modern language studies at the Tasmanian State Institute of Technology. In 1986, 9 graduates with a modern language background are studying for their Dip.Ed.: one Italian, the others German and French.

Secondary

Despite the generally held view that there is a decline in numbers of modern language students, this is not the case in Tasmania. On the contrary, the position in 1986 is more encouraging than it has been since 1977; 9591 secondary students in State schools study a modern language, i.e. 32.42% of the total secondary school enrolment. The main languages studied are still French and German, but opportunities also exist for the study of Asian languages and other LOTEs such as Italian, Dutch, Greek, Spanish and Chinese, mainly at HSC level. Twelve languages are examined for the HSC: Chinese, Dutch, French, German, Indonesian, Italian, Japanese, Latin, Modern Greek, Polish, Russian and Spanish. Several schools offer one term each in three of the following languages in Grade 7: German, French, Indonesian, Japanese. Latin is taught in one school to a total of 7 students.

Primary

Only a few primary schools still continue with the study of French which was introduced widely in the early seventies. Although successful in some cases, the program failed to live up to the high expectations held, mainly due to lack of adequate consultation with principals involved before the scheme was introduced, to the fact that it was necessary to use itinerant teachers and to the poor liaison between primary and receiving high schools. Indonesian is taught at one primary school in Northern Tasmania.

Overseas Scholarships

Tasmanian teachers actively participate in overseas courses in France, New Caledonia, Japan and Germany. Two teachers are at present in France as Assistants.

Since 1978 French assistant(e)s have spent a year each in Tasmania, based in Hobart. In addition 2 weeks per term are spent in the North and North-West regions to enable students in these areas to meet a native speaker.

Recent Tasmanian Initiatives:

TASMANIA'S DRAFT LANGUAGES POLICY (JULY 1986)

EDUCATION DEPARTMENT OF TASMANIA

STATEMENT BY THE DIRECTOR-GENERAL

This document is a statement of Education Department policy on the learning of languages other than English in secondary schools.

It is the purpose of this policy to ensure that, in foreign language learning, reasonable choice, ready access and standards of excellence are available to all students.

The central place which languages hold in our multicultural society is recognised by the Department. In consequence, the number of languages taught in our schools has increased singificantly. The importance of the major languages and cultures of our Asian neighbours is also recognised.

LANGUAGES IN THE CURRICULUM

The learning of a second language is an important element in the development of thinking and in the social development of school students. For a nation such as Australia, in which significant sections of the population use a language other than English, and which is situated in the Asian region, the learning of languages is of vital and growing importance.

Learning a language means learning to communicate with others and also learning to understand better the ways of thinking and behaving of others.

The person who learns a second language gains a wider capacity to communicate, both orally and in writing, and an increased confidence in, and awareness of, the use of language.

Language learning also provides insights into other cultures and heightens cultural sensitivity.

STATEMENT OF POLICY

* The Education Department affirms its commitment to the study of languages other than English as an essential area of the curriculum in Tasmanian Schools.

* The central aim of language teaching in our schools is the development of communicative ability. Emphasis will be given to enabling students to use the languages studied in speaking, listening and reading.

* The Education Department supports the view that all students should learn one or more languages other than English, for a sufficient length of time to enable them to reach initial proficiency in the language(s) studied.

* Students should be given a choice with regard to the language or languages studied, in so far as this is possible within available resources.

* It should be possible for students to begin the study of a language other than English at more than one stage of their schooling, particularly at the third and fifth years of secondary school as well as in the first year.

* The levels of proficiency attained by students should be recognised.

LANGUAGES TO BE STUDIED

Priority will be given to the study of Indonesian, Japanese, German, Italian, French.

The Department will urge the University of Tasmania and the Tasmanian State Institute of Technology to negotiate and provide courses in these priority languages.

Strategies will be developed to ensure that there is also as wide an access as possible to languages for which there is relatively small demand.

IMPLICATIONS OF THE POLICY

* All schools will provide the opportunity for students to learn one or more languages other than English, and to make a choice of the language or languages studied where possible.

- Language learning is a cumulative process. The Education Department will therefore need to ensure:-
  - that language classes have adequate resources available, both in terms of staff and of facilities;
  - that adequate time and appropriate time distribution is provided.

  Groups of schools and colleges in some areas may find it appropriate to co-operate in planning in this field.

- Each learner must be given the opportunity to develop communication skills through individual and group activities, because languages, when taught for communication, are practical skill subjects. It is appropriate therefore that provision for small class instruction be made in this area.

- Schools will assess students' performance in language learning mainly in terms of the ability to communicate effectively in the language. Recording and reporting systems must describe performance in terms clear and explicit enough for students and parents to understand them and facilitate transition between different levels of schooling. Assessment must be provided at a number of stages so that all students receive such a statement, at whatever time they cease studies in the area.

- Each school will plan its own language policy in response to local needs and within the context of the total school curriculum.

- A decision to introduce a specific language into the curriculum by a school and its community will be made in accordance with the Department's guidelines and with the assistance of Departmental officers.

- Although the decision about which languages a school offers will remain primarily with the school, groups of schools and colleges in some areas may need to co-operate in order to ensure that students have access to a variety of language programs.

- Regional administrators will be responsible for ensuring continuity in the provision of staff.

- The Education Department will support the professional development of language teachers in initial training and in retraining, and through in-service programs and by opportunities for teachers to develop their language proficiency here and overseas.

- At least two Education Department travelling scholarships will be set aside each year for intensive language study overseas, one for study in Asia, one for study in Europe.
- Opportunities will be provided to enable teachers to attend intensive language courses during the summer vacation.
- Until the shortage of suitably qualified staff has been overcome, recruitment in other states will be instituted.
- The integration of language studies with other areas of the curriculum is both possible and desirable, and should be actively fostered.
- The Education Department will continue to be closely involve in the ALL (Australian Language Levels) Project which will provide a cohesive focus for the goals of communication and proficiency in language learning and teaching.

TASMANIA: MODERN LANGUAGE STUDENT TOTALS IN GOVERNMENT SCHOOLS 1976 - 1986

	TOTAL ENROLMENT				FRENCH						GERMAN					
	High Schs.	Dist. H.S.	Secondary Colleges	Gr.	7	8	9	10	11/12	TOTAL	7	8	9	10	11/12	TOTAL
1976	23524	2926	3727		3379	1876	511	635	136	6537	947	709	293	265	74	2288
1977	23048	2806	2756		3643	2020	442	438	160	6703	1021	721	310	278	92	2422
1978	22782	2744	3906		3335	1883	445	427	140	6230	1134	655	295	282	96	2462
1979	22082	2799	4019		3253	1900	377	361	115	6006	1167	579	222	246	93	2316
1980	21121	2955	3776		3298	1848	349	319	119	5933	1021	587	205	188	105	2106
1981	20772	3153	3436		3423	1722	289	314	134	5702	1191	624	212	181	147	2355
1982	20662	3353	3137		3050	1919	311	275	208	5763	902	814	182	200	207	2305
1983	21390	3493	3626		2711	1540	234	261	221	4967	1462	664	267	172	157	2686
1984	21591	3684	3898		2612	1617	222	205	192	4848	1204	664	162	228	130	2388
1985	21356	3699	4508		2513	1301	184	175	220	4393	1536	674	192	161	175	2728
1986	21286	3199	4994		2387	1405	210	170	217	4389	1784	641	186	183	176	2970

INDONESIAN						ITALIAN	JAPANESE	OTHER LANGS	TOTAL LANG. STUDENTS	
7	8	9	10	11/12	TOTAL	TOTAL	TOTAL	TOTAL		%
					512	77	110		9524	31.56
					580	73	47		9825	33.18
					520	61	75	28	9376	31.85
					646	73	80	18	9139	31.62
227	89	23	26	78	443	86	191	111	8870	31.84
264	62	23	18	72	439	109	108	94	8807	32.77
319	107	22	16	94	558	126	209	178	9139	33.41
405	160	20	15	154	754	102	200	156	8865	31.09
383	205	18	21	81	708	101	361	153	8559	29.34
315	256	81	48	18	718	341	599	214	8993	30.45
528	387	17	--	44	976	392	797	67	9591	32.42

(vii) LANGUAGE POLICY AND PRACTICE IN VICTORIA

1. Basic Demography

Almost 25% of students in Victorian government schools were born overseas in a non-English speaking country or were born in Australia and had one or both parents born overseas in a non-English speaking country. According to the Australian Bureau of Statistics, more languages are spoken in Victoria than in any other state in Australia. Increasingly, newly arrived families settle directly into the community and are more quickly and widely dispersed than in the days when most went through a stage of residency in migrant hostels. With notable exceptions, the great bulk of newly-arrived residents settle in the metropolitan area, and there has been a high degree of "urbanisation" of languages other than English.

2. The Language Services Situation in Victoria

2.1 English is regarded as the main medium of instruction in Victorian schools and particular attention is paid to the English as a Second Language (ESL) needs of students of non-English speaking background (NESB).

In 1986, some 667 teachers (EFT) are allocated to government schools to teach ESL and a further 142 teachers (EFT) teach ESL in a total of ten Language Centres which focus intensively on the English Language needs of newly - arrived immigrant and refugee students.

2.2 Resources for ESL programs are provided through a mixture of State and Commonwealth funding. In recent years, the Commonwealth's proportion of funding has declined, thus throwing a greater share of the funding burden on Victoria.

2.3 The teaching of languages other than English (LOTE) in government primary schools has been stimulated by seeking available teachers above establishment.

At present, 130 teachers are available to 92 primary schools which have developed community languages or bilingual programs. Some 16 languages are taught in this way. One constraint has been the supply of suitably qualified language teachers. About 1/4 of these primary programs use bilingual approaches.

2.4 In government post-primary schools there is great diversification in the teaching of LOTE, influenced by the policy of school-based curriculum decision-making. At present 10 languages are taught in 274 regular schools.

Where a student's preferred language is not available supplementary facilities are provided by the Saturday School of Modern Languages (30 languages) and the Correspondence

School (6 languages). Relatively few post-primary schools have introduced mother-tongue maintenance or bilingual programs. In country areas in particular, but also in some urban areas, there are difficulties with the supply of teachers.

2.5 For some years, an interpreting service has been available to schools and their communities. Currently, 31 full-time interpreters and sessional interpreters provide services in over 20 languages. A limited translation service is also available.

2.6 In addition, schools in greatest need are allocated ethnic teacher aides (ETAS) to assist teachers to meet the needs of NESB students and parents. In 1986, 147 ETAS are employed with competencies in a total of 14 languages.

3. Recent Initiatives

3.1 Apart from the iniatives described above, Victoria has taken a prominent role in curriculum and materials development for teaching of LOTEs. Major projects include:

3.1.1 A national Greek curriculum project (with SA)

3.1.2 Projects which have adapted the Greek materials and approach: in Chinese, Maltese and Arabic Languages

3.1.3 A curriculum project in collaboration with the Italian government

3.1.4 A bilingual program for New Arrivals in language centres involving Vietnamese, Spanish and Khmer.

3.2 Financial support for projects of this type has come from the Multicultural Education Program either through the Projects of National Significance or through the State Ministerial Advisory Committee on Multicultural and Migrant Education (MACMME).

3.3 Support for languages education has also been provided under the International Teaching Fellowship scheme.

3.4 Development of a Curriculum Framework statement for LOTE. This project is an element within a comprehensive curriculum review covering all areas of the curriculum from preparatory grade to year 12. The LOTE Curriculum Framework has been designed to provide schools with practical recommendations for language teaching and learning. The core document is divided into three sections. The first indicates the rationale for learning a LOTE. The second section talks about what language is, how language is learned and how it is currently being taught. The third section develops a number of recommendations about how language should be taught.

4. Long-Term Plans

4.1 In 1985, the Minister for Education received a policy report from MACMME and the State Board of Education entitled "The Place of Languages other than English in Victorian Schools". The policy document, which built on the Ministerial Paper, "Curriculum Development and Planning in Victoria", provides the long-term plan for languages education in Victorian government schools.

The plan sets forward three priorities:

- the main medium of instruction in schools will be English;
- all students should have the opportunity to acquire proficiency in another language which is used in the Australian community; and
- schools will be assisted in developing bilingual programs to enable students who speak another language to continue using that language in learning.

4.2 The Minister has established a number of committees to develop strategies to implement these aims:

- An ESL Programs Committee (which complements the general English curriculum committee):
- A Community Language Implementation Committee which has oversight of the primary school LOTE program; and
- A LOTE Implementation Strategy Committee which has broad responsibility for longer-term planning.

4.3 This last-mentioned committee has developed a set of recommendations which will be implemented as resources become available over three 5 - year periods. These recommendations relate to the following issues:

4.3.1 Setting priorities
4.3.2 Teacher supply
4.3.3 Teacher development
4.3.4 Curriculum and materials development
4.3.5 Support services
4.3.6 Saturday School of Modern Languages and Correspondence School
4.3.7 Establishment of Specialist Language Schools
4.3.8 Cross-sector co-operation
4.3.9 Evaluation

4.4 As a result of a major review of post-compulsory schooling in Victoria major changes are envisaged in curriculum and assessment procedures at the years 11 and 12 levels. A new authority has been set up, the Victorian Curriculum and Assessment Board (VCAB), and its major task will be to provide a program for a common Victorian Certificate of Education. The study of LOTEs is to be an integral feature of this new Certificate.

5. Structures for Planning Language Teaching

5.1 The Victorian Ministry of Education is engaged in a comprehensive review of its structure. This review is proceeding on a number of key assumptions:

- * That authority for decision making will be devolved within a State-wide framework of general guidelines
- * That decision-making should be collaborative
- * That the structure should be designed to actively redress disadvantage and discrimination

5.2 It is expected that the new structure will result in a higher level of autonomy for schools but that State-wide policy guidelines will be developed by the groups described in paragraph 4.2 and schools will be required to co-operate with the new VCAB at the post-compulsory levels.

VICTORIAN CATHOLIC EDUCATION OFFICE

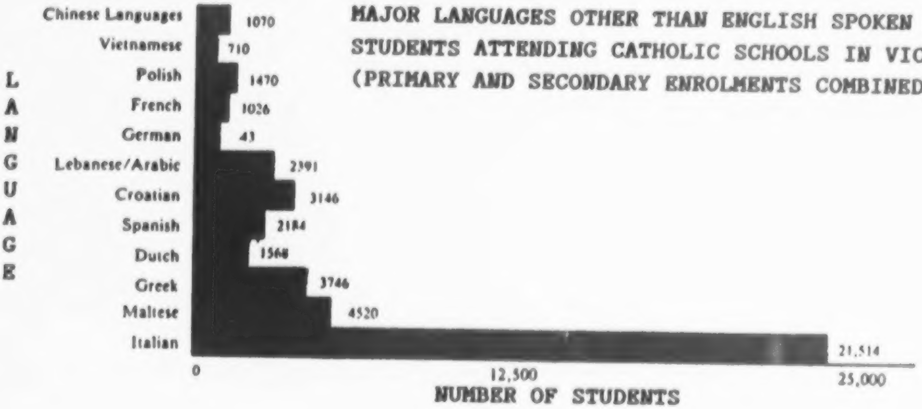
(The following information contains extracts from a compendium of information entitled "Demography", prepared by the Victorian Catholic Education Office.)

CURRENT PRACTICE : LOTES IN VICTORIAN CATHOLIC PRIMARY SCHOOLS

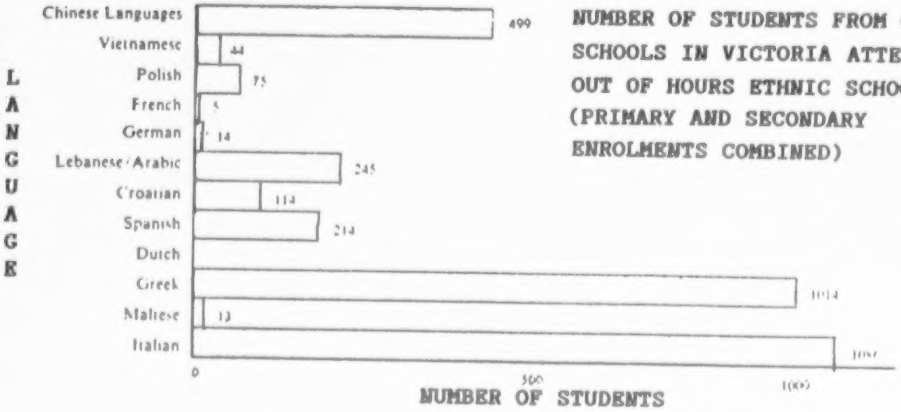
Amongst Catholic primary schools in Victoria, one in three schools is now teaching one or more languages other than English as part of the curriculum. In almost all these schools, all children are included in the language other than English program.

While Italian is the most widely taught language in Victorian Catholic primary schools, the range of languages taught includes Lebanese/Arabic, Chinese (Mandarin), Croatian, Dutch, Greek, Maltese, Polish, Spanish and Vietnamese.

MIGRANT AND MULTICULTURAL EDUCATION PROGRAM

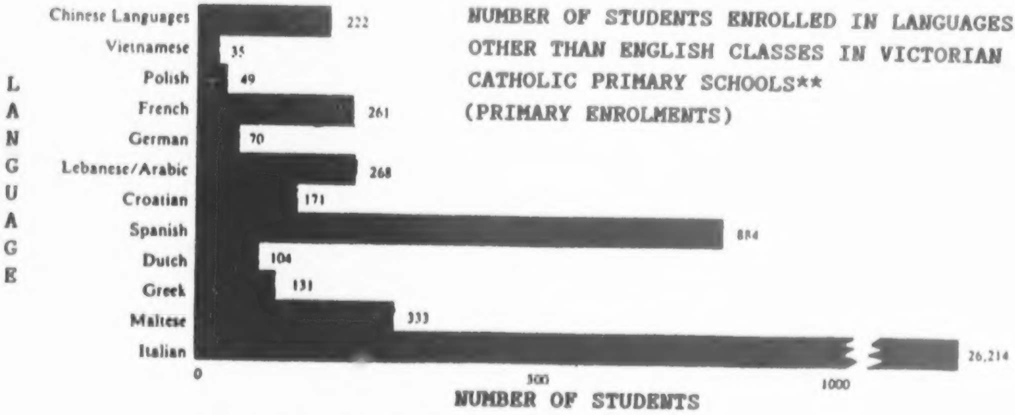


MAJOR LANGUAGES OTHER THAN ENGLISH SPOKEN BY STUDENTS ATTENDING CATHOLIC SCHOOLS IN VICTORIA* (PRIMARY AND SECONDARY ENROLMENTS COMBINED)



NUMBER OF STUDENTS FROM CATHOLIC SCHOOLS IN VICTORIA ATTENDING OUT OF HOURS ETHNIC SCHOOLS #** (PRIMARY AND SECONDARY ENROLMENTS COMBINED)

These are part-time language classes conducted by the ethnic communities for school-aged children.



NUMBER OF STUDENTS ENROLLED IN LANGUAGES OTHER THAN ENGLISH CLASSES IN VICTORIAN CATHOLIC PRIMARY SCHOOLS** (PRIMARY ENROLMENTS)

* Statistics from Catholic Education Office Survey August 1983.
**Catholic Education Office of Victoria Survey June 1982.

TABLE 1

COMMUNITY LANGUAGE PROGRAMS IN CATHOLIC PRIMARY SCHOOLS IN VICTORIA

	1986
ARABIC	2
CROATIAN	2
DUTCH	2
FRENCH	1
GREEK	2
ITALIAN	170
MALTESE	1
MANDARIN	3
POLISH	1
SPANISH	4
VIETNAMESE	2
TOTAL:	190

190 Community Languages Programs in 171 schools
15 schools teaching more than 1 language

TABLE II

BILINGUAL AND MOTHER TONGUE MAINTENANCE AND DEVELOPMENT PROGRAMS

	1986
ARABIC	5
GREEK	2
CROATIAN	1
ITALIAN	12
MALTESE	1
MANDARIN	2
POLISH	3
SPANISH	2
TAGALOG	
VIETNAMESE	3

A number of schools are offering more than one language. For example, in the Brunswick-Coburg area, children in Catholic Primary Schools can choose between two or three languages offered e.g. they can choose either Italian or Arabic in four schools and in another they can choose between Greek, Italian and Arabic. In Bell Park, Geelong, the children have a choice of Croatian, Polish or Italian.

In two other schools in Melbourne, all children learn two languages as part of the curriculum; Vietnamese and Italian are offered to all children in one school while at the other, all children learn both Arabic and Italian.

The Victorian Catholic Education Office has been involved with the development of Victorian public policy regarding language education. They had an input in the development of and are guided by both the Minister Paper No. 6 Curriculum Development and Planning in Victoria and the MACMME/State Board discussion paper on The Place of language other than English in Victorian Schools. However, as Catholic schools are autonomous, there is a need for each school to establish its own policy.

The following notes are taken from LANGUAGES AND EDUCATION IN A MULTICULTURAL SOCIETY.

STUDENTS FROM LANGUAGE BACKGROUNDS OTHER THAN ENGLISH IN VICTORIAN CATHOLIC SCHOOLS MAINTAINING* THEIR MOTHER TONGUE AT HOME

PRIMARY / SECONDARY	STUDENTS MAINTAINING MOTHER TONGUE AS A PERCENTAGE OF THE NUMBER OF STUDENTS FROM LANGUAGE BACKGROUNDS OTHER THAN ENGLISH
PRIMARY	80.9%
SECONDARY	79.9%
SOURCE	SURVEY OF VICTORIAN CATHOLIC PRIMARY AND SECONDARY SCHOOLS AUGUST 1983, CATHOLIC EDUCATION OFFICE OF VICTORIA.

* "Maintenance" here means that a language other than English is being used in the student's home.

"The importance of the school valuing and recognising languages other than English in the school curriculum ... where schools actively acknowledge the linguistic and cultural backgrounds of their students, not only is their identity affirmed but the potential for the ongoing maintenance and development of the home language is positively enhanced."

Policy is guided by research on bilingualism and cognitive development, as well as by perceptions of the benefits for all children of learning community languages in multicultural Australia.

LANGUAGE LEARNING AND THE CURRICULUM

Catholic school communities endeavouring to meet the linguistic and cultural needs of their members will make provision for language learning and teaching to take place within and across the curriculum in ways which will maximise effective functioning of the learner in both first and second languages, using, where appropriate:

- Bilingual/bicultural education, in conjuction with English as a second language teaching
- English as a second language education
- Community languages education.

A task group (Community Languages Task Group 1986) describes current projects and planned program expansion for the future.

Recent initiatives in Victorian Catholic education include the development of Spanish and Italian learning materials, and the preparation of guidelines defining the roles and responsibilities of teaching assistants in language programs.

(viii) LANGUAGE POLICY AND PRACTICE IN WESTERN AUSTRALIA

i. Basic description of demography

The following table of information on the overseas-born population of Western Australia and Australia is based on the 1981 census and is taken from Needs and Priorities; Ethnic Minorities in Western Australia, Vol.1, a report published by the Multicultural and Ethnic Affairs Commission of Western Australia.

ii. Basic description of language situation

(a) Language teaching

A summary of enrolments by language at secondary level in government and non-government schools is provided in Table 2. Further information is available in Language Learning in Western Australia Primary Schools.

(b) Interpreting Services

These are provided by the Translator Interpreter Service which is funded by the Commonwealth Government.

iii. Recent Initiatives

A Ministerial working party is developing a policy for the teaching of languages in Western Australian schools (K-12). It is jointly chaired by Dr Ian Malcolm and Dr Susan Kaldor.

The working party is currently exploring the following area:

- rationale for the teaching of languages at all levels;
- the role of languages in the school curriculum (K-12);
- needs and provisions for teacher training and professional development;
- issues related to curriculum and methodology; and
- needs and provisions for the teaching of Aboriginal languages.

iv. Long-term plans

A Ministerial working party on language services has been established under the auspices of the Multicultural and Ethnic Affairs Commission. The working party is chaired by Dr Judith Watson.

It is considering the overall development of language services and policy in Western Australia.

v. Structures which exist for language issues to proceed in a planned way.

The following governmental structures exist for this purpose:

(a) The Multicultural and Ethnic Affairs Commission of Western Australia.

(b) The State Assessment Panel for Interpreters and Translators.

(c) The Ministerial Working Party which is developing a policy for the teaching of languages in Western Australian Schools (K-12).

The Ethnic Communities Council of Western Australia is a community organisation which has shown an interest in the development of language policy on an on-going basis.

TABLE 1

OVERSEAS BORN POPULATION OF WA AND AUSTRALIA, 1981

Source 1981 Census

COUNTRY OF BIRTH	WA TOTAL	% OF WA TOTAL OSB POPULATION	AUST. TOTAL	WA % OF AUST. TOTAL
UK and Ireland	186,143	52.1	1,132,601	16.4
Austria	1,455	0.4	22,085	6.4
Czechoslovakia	798	0.2	16,152	4.9
France	1,159	0.3	13,335	8.7
Germany	8,123	2.3	110,758	7.3
Greece	4,297	1.2	146,625	2.9
Hungary	1,170	0.3	27,987	4.2
Italy	29,211	8.2	275,883	10.6
Malta	1,026	0.3	56,001	1.8
Netherlands	11,279	3.2	96,044	11.7
Poland	5,050	1.4	59,441	8.5
Portugal	1,913	0.5	11,768	16.2
Scandinavia	2,164	0.6	24,757	8.7
Spain	969	0.3	15,153	6.4
USSR	3,051	0.9	50,840	6.0
Yugoslavia	11,017	3.1	149,335	7.4
Burma	4,445	1.2	7,294	60.9
China	929	0.3	25,883	3.6
Christmas & Cocos Island	1,279	0.4	1,439	88.9
Cyprus	400	0.2	23,332	1.7
Hong Kong	1,148	0.3	15,717	7.3
India	10,105	2.8	41,657	24.3
Indonesia	1,201	0.3	12,463	9.6
Lebanon	421	0.1	49,623	0.8
Malaysia	5,450	1.5	31,598	17.2
Singapore	3,356	0.9	11,990	28.0
Sri Lanka	1,290	0.4	16,966	7.6
Turkey	393	0.1	24,314	1.6
Vietnam	2,778	0.8	41,097	6.8
Egypt	1,328	0.4	30,645	4.3
Canada	2,191	0.6	17,690	12.4
USA	4,089	1.1	32,620	12.5
Kenya	1,043	0.3	3,368	31.0
Mauritius	1,306	0.4	10,476	12.5
South Africa	4,249	1.2	26,965	15.8
Zimbabwe	1,126	0.3	4,110	27.4
New Zealand	18,481	5.2	176,715	10.4
TOTAL	333,920		2,804,677	

Europe NEl	3,960	2.8	34,002
Asia NEl	4,387	1.2	68,215
Africa NEl	2,355	1.3	14,673
America NEl	2,183	0.6	45,938
Oceania NEl	1,558	0.5	36,132
Total Overseas born in WA			348,363
Total WA population			1,273,622
WA Overseas born as a % of total WA Population			27.4%

TABLE 2

EDUCATION DEPARTMENT OF WESTERN AUSTRALIA - LANGUAGES 1986

1. Number of students taking languages in each year in Government Secondary Schools in 1986.

LANGUAGES	Year 8	Year 9	Year 10	Year 11	Year 12	Total
French	2,959	1,288	936	297	212	5,692
German	779	414	335	138	136	1,802
Italian	2,170	847	559	166	122	3,864
Indonesian	28	11	27	12	63	141
Japanese	620	308	206	94	74	1,300
Chinese	45	36	23	25	45	174
Modern Greek	11	15	10	0	0	36
TOTAL	6,612	2,919	2,096	732	650	13,009
TOTAL ENROLEMENT SECONDARY SCHOOLS	17,147	18,906	19,396	13,251	8,880	77,580

2. Numbers of Government Secondary Schools offering languages in each year in 1986

LANGUAGE	Year 8	Year 9	Year 10	Year 11	Year 12
French	57	53	52	27	25
German	20	19	18	13	13
Italian	28	27	26	16	16
Indonesian	1	1	1	1	2
Japanese	11	10	8	9	9
Chinese	3	2	2	2	3
Modern Greek	2	2	2	0	0

3. Number of languages offered in 1986 in Secondary Schools:

82 offer languages
42 offer 1 language
29 offer 2 languages
7 offer 3 languages
2 offer 4 languages
1 offers 5 languages
1 offers 6 languages

4. Number of teachers teaching each language in 1986:

French	119
German	33
Italian	47
Indonesian	4
Japanese	14
Chinese	5
Modern Greek	2

5. Total number of languages teachers - 174

TEACHING 1 LANGUAGE		TEACHING 2 LANGUAGES		TEACHING 3 LANGUAGES	
French	56	French + German	30	German + Japanese + Indonesian	1
German	5	French + Italian	24		
Italian	28	French + Japanese	2		
Indonesian	3	French + Modern Greek	1		
Japanese	14	French + Indonesian	1		
Chinese	5	Italian + Modern Greek	1		

TABLE 3

ASSOCIATION OF INDEPENDENT SCHOOLS - LANGUAGES 1986

1. Total Number of member Schools : 56

Languages	Number of Students	Number of Schools Teaching each language
French	5438	35
German	3961	26
Indonesian	1232	11
Japanese	710	9
Hebrew	251	1
Ancient Greek	7	1
Latin	129	2
Tamil	18	1
Community Languages	45	2

WESTERN AUSTRALIA : CATHOLIC EDUCATION

DEMOGRAPHY:

In 1986, there are 43 Catholic secondary schools enrolling 17,701 students; and 119 Catholic primary schools enrolling 26,614 primary and pre-primary children.

LANGUAGE POLICIES AND PRACTICES AND RECENT INITIATIVES

In Catholic schools within Western Australia, it is generally acknowledged that children have different language backgrounds and educational needs. Various approaches are essential, requiring various kinds of teacher expertise, and a variety of teaching training programs, both pre-service and in-service.

The Catholic Education Office of WA has not published a Language Policy, but it has assisted schools in the development of school-based policies, and gives support in all of these areas.

There has been an effort to further develop school-based language policies, through whole staff workshops and inservices; to look at total language programs across all the subject areas. This has specifically occurred in the ELIC program, in which most junior primary teachers have participated across the state. For 1987, the SCIFL Program (Supporting the Child in Further Literacy) is being developed by the Catholic Education Office of WA in response to requests from teachers in the Years 4-7. This will provide continuity in literacy throughout the primary school.

Thirteen schools in the Kimberley Region have developed language cells, with professional specialists to support various forms of Aboriginal language programs, concurrent with ESL programs to increase the effectiveness of teaching standard English. Linguists have developed close links with the school communities, through language studies; and the communities have contributed their expertise in the teaching of language and culture classes. In some of the more remote community schools, bilingual education has been implemented in recent years.

In the areas of ESL learning, there is a move away from total withdrawal groups towards a more co-operative style of teaching. This has made learning more meaningful and related to children's needs.

There is a tendency to shift from a teacher-directed approach to a child-centred approach in language development programs.

In the secondary area an issue of prime importance is the continuity between language programs from K to 12, across the primary-secondary division.

At present a competency in literacy is required for school graduation. However at this stage there is no consensus as to the best way of reaching this assessment.

There have been some calls for the approval of ESL as a subject in the Secondary Education Authority.

Languages Other Than English

Of the 43 Catholic secondary schools in Western Australia, 37 offer languages other than English.

51 Catholic primary schools offer LOTE. These studies have been financed from the schools' own resources, from the Ethnic Schools Program, and from WAMEAC (Western Australian Multicultural Education Advisory Committee). The third source of funding for many of these programs is terminating at the end of 1986. Some schools will continue the courses from their own resources, especially where the ethnic composition of the community evidences a strong desire for the programs.

LONG TERM PLANS

The Catholic education system is supporting school-based policy developments in the major curriculum area of language.

A National Language Policy should act as a stimulus to schools to develop policies relevant to their special local needs.

A National Language Policy has the potential to demonstrate to governments the long term value in funding programs specifically designed to address the needs of students, to support the optimum development of language competency for every child, especially those whose first language is not English, and those whose parents would wish to preserve their cultural heritage enshrined in their own language, whether indigenous Aboriginal languages or languages of ethnic groups settling in Australia. It should also provide support for monolingual Australians to acquire other languages.

1. CATHOLIC SCHOOLS TEACHING LANGUAGES OTHER THAN ENGLISH - WA 1986

Number of Languages	Number of Schools
0	58
1	67
2	19
3	1
4 +	2
Total Schools:	147 +

* (Nulungu Boys and Girls Colleges are one school for this purpose)

2. LANGUAGES TAUGHT IN WA CATHOLIC SCHOOLS

Languages	Number of Schools
Italian	73
French	19
Aboriginal languages	10
Japanese	3
Greek	2
Mandarin	1
Croatian	1
Portuguese	1

3. ABORIGINAL LANGUAGES TAUGHT

Language	Number of Schools
Walmadjarri	4
Kukatja	3
Kija	3
Nyangumarta	2
Martuwanga	2
Mirriwung	1
Bardi	1
Djaru	1
Wadjarri	1

TERMS OF REFERENCE FOR THE WORKING PARTY FOR THE DEVELOPMENT OF A POLICY FOR THE TEACHING OF LANGUAGES OTHER THAN ENGLISH (K-12) IN WESTERN AUSTRALIA

1. To develop a rationale for the teaching of LOTE at primary and secondary levels in WA.

2. To survey needs and existing provisions for the teaching of LOTE in WA primary and secondary schools in the light of national developments.

3. To formulate priorities, goals and policy with the view of meeting the future needs of this State, with regard to the teaching of LOTE at primary and secondary levels.

4. To provide guidelines for the implementation of the policy.

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